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*New Series*

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Edited by RICHARD T. ELY, Ph.D., LL.D.  
Professor of Political Economy in the University of Wisconsin.

CITY MANAGER IN DAYTON

THE CITIZEN'S LIBRARY OF ECONOMICS,  
POLITICS AND SOCIOLOGY

EDITED BY

RICHARD T. ELY, PH.D., LL.D.

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of Wisconsin

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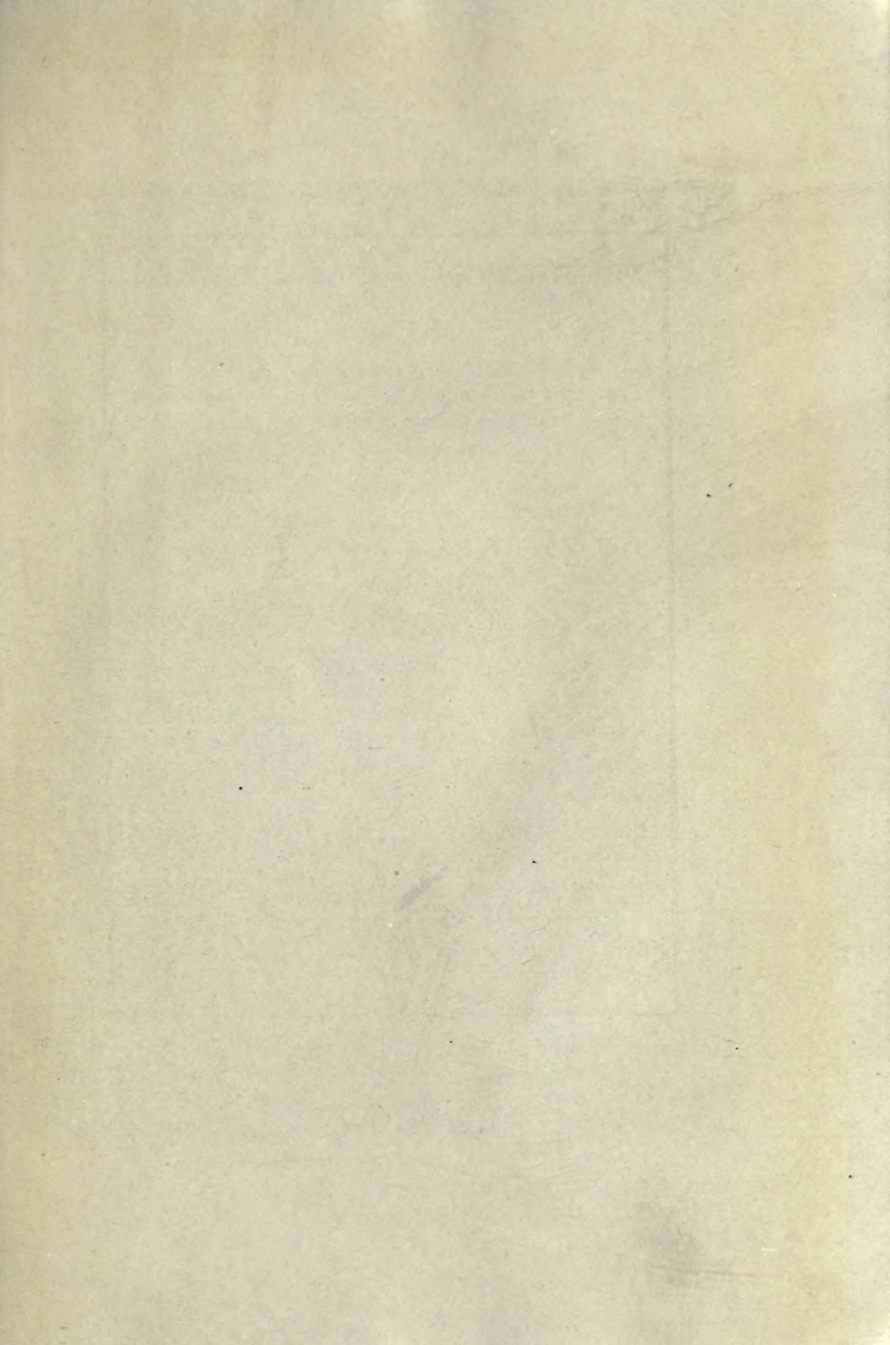
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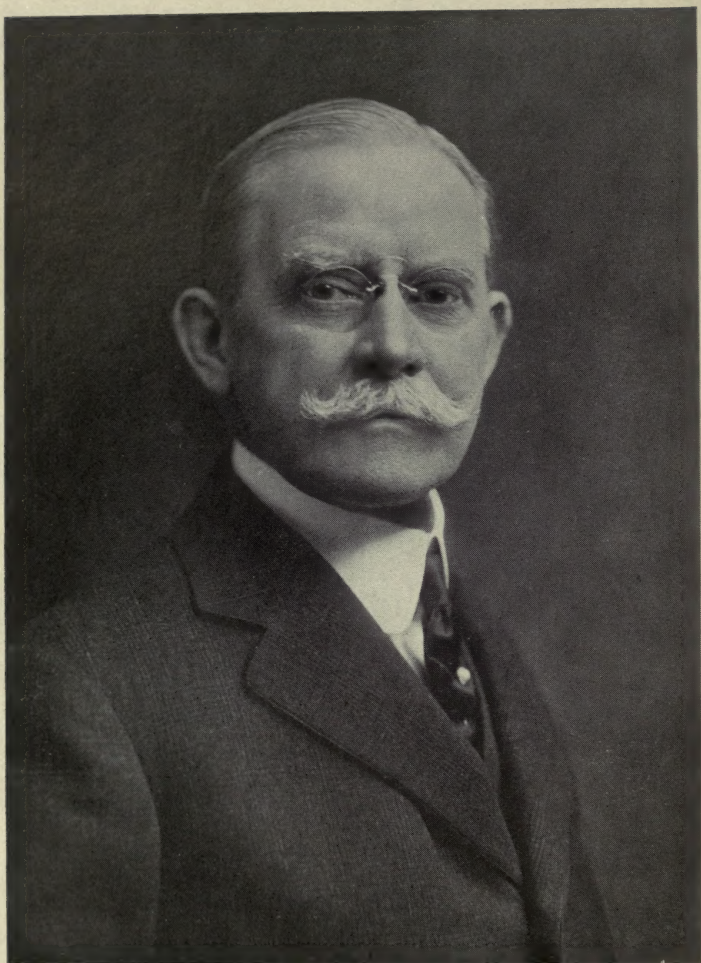
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MR. JOHN H. PATTERSON

Who Has Done Most to Insure the Introduction and Success of  
City-Manager Government in American Cities

The Citizen's Library

# CITY MANAGER IN DAYTON

*Four Years of Commission-Manager Government,  
1914-1917; and Comparisons with Four  
Preceding Years Under the Mayor-  
Council Plan, 1910-1913*

BY

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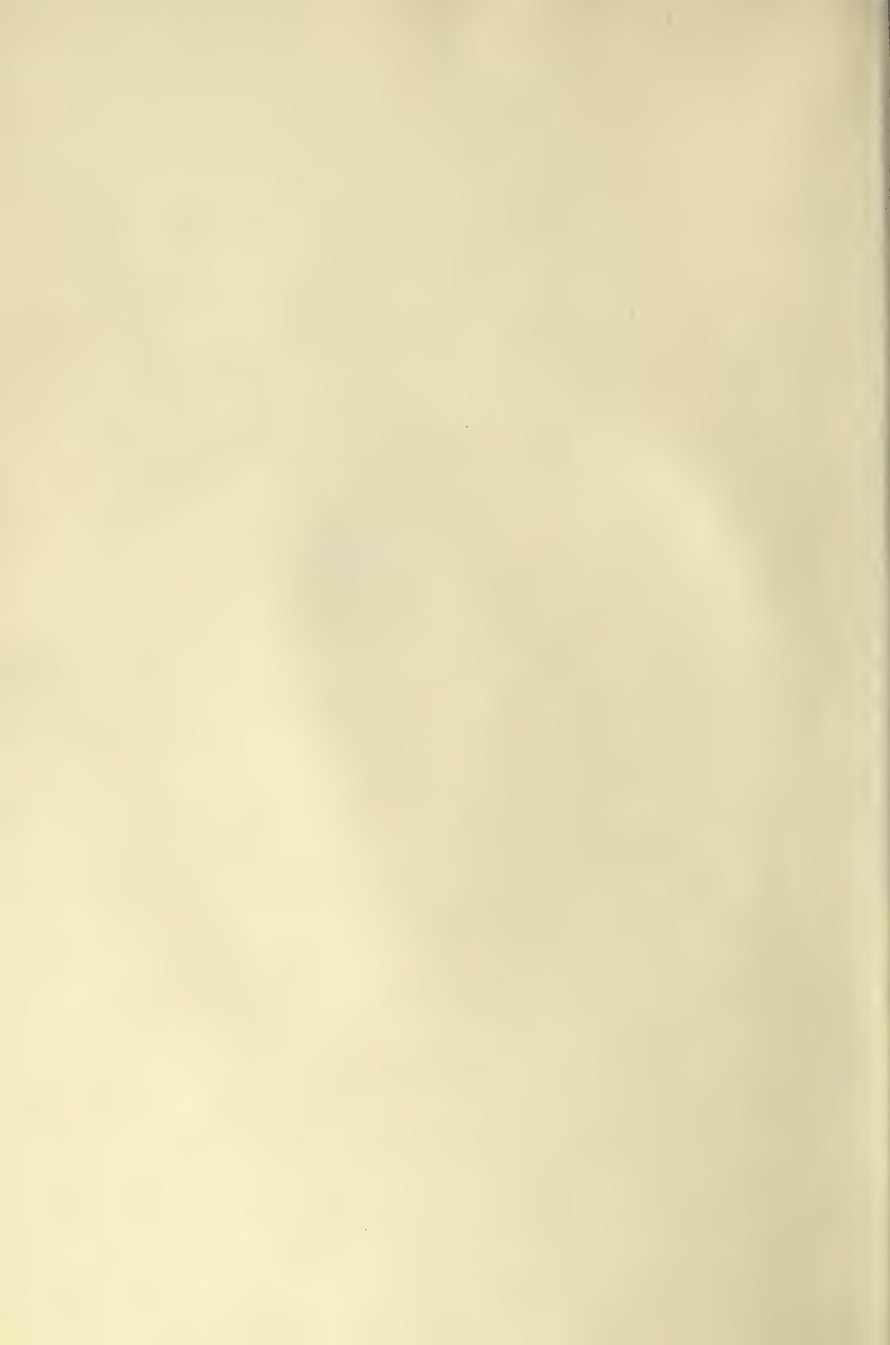
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TO  
JOHN H. PATTERSON  
DISTINGUISHED LEADER IN CIVIC  
AND INDUSTRIAL WELFARE



## PREFACE

"New times demand new measures and new men:  
The world advances, and in time outgrows  
The laws that in our fathers' day were best;  
And doubtless, after us, some purer scheme  
Will be shaped out by wiser men than we,  
Made wiser by the steady growth of truth."

LOWELL.

ON August 12, 1913, Dayton, Ohio, adopted a commission-manager charter, and on January 1, 1914, it went into effect. The Dayton government of to-day is the fulfillment of the application of business principles to the government of a municipality.

Ever since the adoption of the charter Dayton has been governmentally in the limelight. It has been the guide and leader to other cities seeking governmental betterment. Hundreds of cities have copied, in whole or in part, the city-manager idea. Thousands of people interested in municipal affairs have visited Dayton. Magazines have printed articles. Newspapers all over the country have printed stories. Cities like Chicago and New York are seriously discussing the possibility of applying the principle in their governments. Managers for counties are being advocated. States have passed city-manager laws, and other States are considering the subject. Usually Dayton is turned to for the story of her experience, until in the eyes of hundreds of thousands of people she has come to mean the "best governed city in the United States."

This book is about city-manager government in Day-



ton. It is not concerned with city-manager government in other cities, nor with the theories of government which may be contained in this or other forms of municipal management. It is a record — a story, of what has been done — the good and the bad, the accomplishments and the disappointments. It aims to tell of city-manager government in actual practice. For purposes of comparison, data for the years 1914–1917, the four years under the new plan, and for 1910–1913, the last four years under the old plan, are given where available, and their interpretation is left to the reader.

The purposes and objects which the authors had in mind in writing this book are the following:

1. To give to the country the results of a study Dayton is making of herself. Citizens of Dayton are asking "How are we succeeding in this new idea we have adopted?"

2. To answer hundreds of inquiries from outside.

3. To assemble in permanent form the experience of four years of business management of public affairs in one of the first cities, and the largest, to apply these principles. These data are not and would not be otherwise available.

4. To help other cities, which would improve their governments, to have a correct account of what they may expect of city-manager government.

5. To help present and future city-manager cities copy the good features and avoid the weaknesses of Dayton's plan.

6. To assist soldiers, returning home with new and firm resolves, to take an active interest in the public affairs of the communities of which they are to become a part — which communities they recognize as but minor divisions of the Nation for which they offered their all.

7. To furnish to college instructors and students, good government clubs, libraries, students of government everywhere, who now must content themselves with the theory of commission-manager government and with partial and incomplete reports, a story of actual application, with a fact-basis for laboratory work,

8. To give a non-technical, human interest, practical, readable discussion of "business government" to the "capable citizen"—i. e., the man who is interested in his city's problems and their solution, who wishes to know definitely in order that he may act and vote intelligently on public affairs.

The value of a book such as this purports to be is conditioned almost entirely on the disinterestedness and ability of the authors. An analysis of the situation will disclose the fact that former staff members of the Dayton Bureau of Research are perhaps the logical persons to write such a book since there can be assumed thereby a certainty of disinterestedness. Obviously city officials could not write it. Even if their story were unbiased, many readers would not so believe. The same is true of the members of the Citizens Committee who brought about the adoption of the charter. It applies also to the Socialist party which opposes the charter. To obtain complete confidence it could not even be written as an official document of the Bureau of Research else some would say that the Trustees of the Bureau would not permit the publication of a critical statement.

There is yet another reason why staff members of the Bureau of Research felt that it devolved on them to do this work. It is a function of Bureaus of Governmental Research, and the profession of Bureau men, to make unbiased, scientific studies of governmental affairs. Our predecessors and we have studied Dayton's government since the adoption of the city-manager plan—and for some time before. We have lived with this government, we are on a basis of official and personal friendship with the city officials. We are familiar with it in all its details—its strengths and its weaknesses. Again, we are interested primarily in the advancement of good government everywhere. We are willing, if necessary, to sac-

rifice Dayton for the good of the cause. We are happy, however, that Dayton's record is such that the story of the past five years is a matter of pride to the city and people of Dayton.

It may be a subject of comment that no works on municipal government or city manager cities are cited as reference. Our answer is that we have purposely avoided such references, because of the declared purpose to make this a book of fact — a record of Dayton's results. It is neither a book of theory nor a record of any other city. The reader who may desire theoretical discussions of the subject will have no difficulty finding numerous bibliographies. Our sources have been the official records of the city and our contact with these records and with officials, citizens, boards and committees.

While we have not used other works directly in the preparation of this book, we desire to acknowledge our indebtedness for the many excellent suggestions received from our study of them in past years. In preparing the material for this volume the authors have been greatly assisted by Mr. Wayne G. Lee, secretary to both former Manager Henry M. Waite and the present Manager, Mr. James E. Barlow. His interest and aid are cheerfully acknowledged. Dr. Lent D. Upson, Director of the Detroit Bureau of Governmental Research, and Dr. William H. Allen, Director of the New York Institute for Public Service, are among those who have generously offered valuable suggestions, for which we are grateful. Only ourselves, however, may be censured for inadvertent errors.

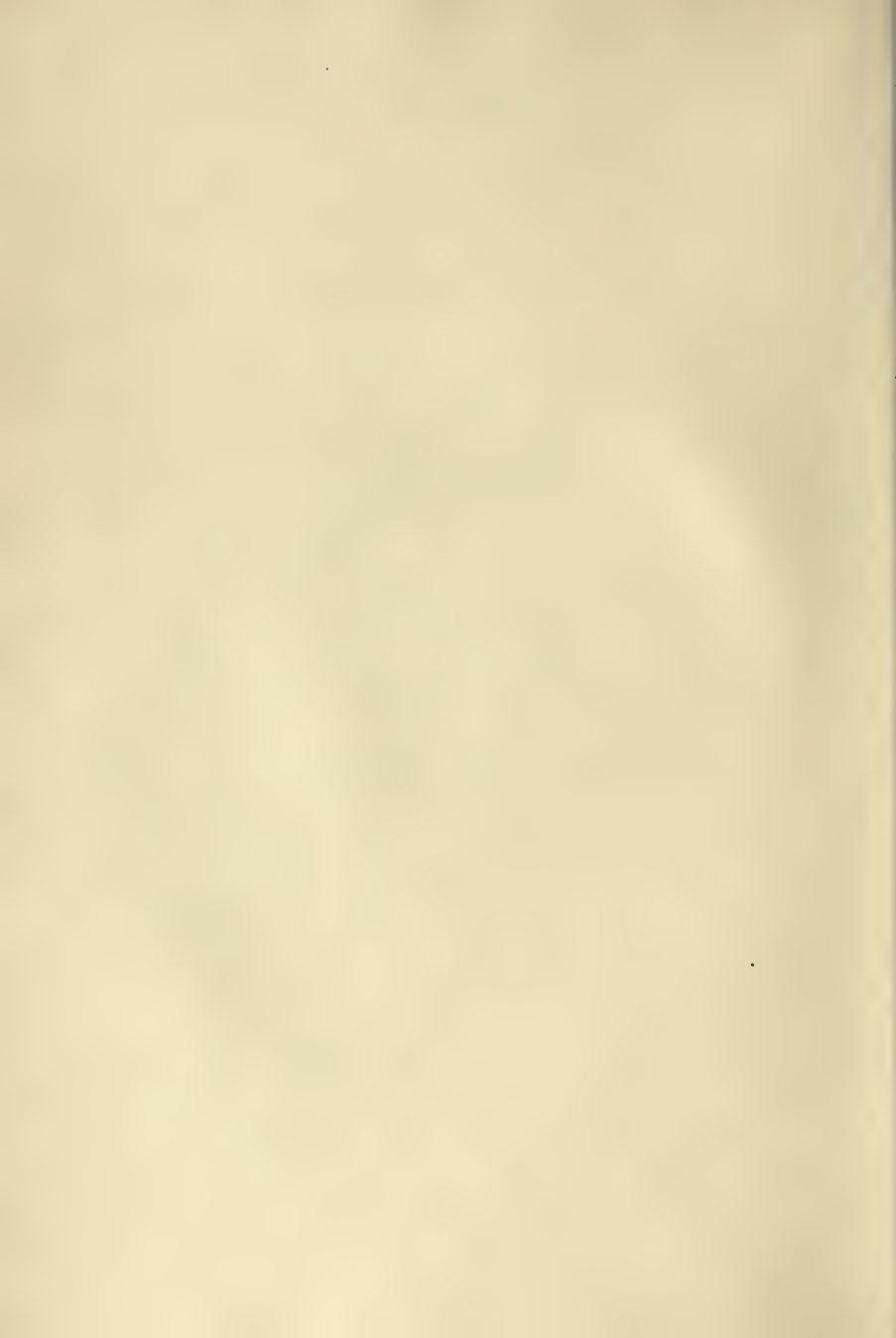
C. E. RIGHTOR.

DETROIT, March 1, 1919.



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CITY COMMISSION  
FIVE MEMBERS  
ELECTED BY THE PEOPLE

CLERK OF  
THE COMMISSION  
Appointed by  
The Commission

CIVIL SERVICE  
COMMISSION  
Three members appointed  
By The Commission

APPOINTED BY

CITY  
MANAGER

DEPARTMENT OF  
PUBLIC SAFETY  
Director appointed  
by City manager

DIVISION OF POLICE  
Bureau of Police protection  
Bureau of Detectives  
Bureau of Crime prevention  
Bureau of Training school  
Bureau of Policewomen  
Bureau of Weigh & Measure

DIVISION OF FIRE  
Bureau of fire prevention  
Bureau of Hydrant service  
Bureau of Alarm & telephone  
Bureau of fire fighting

DIVISION OF BLDG. INSPECTION  
Bureau of Building inspection  
Bureau of Plumbing & gas mfg.  
Bureau of Smoke inspection  
Bureau of Electrical insp.

DEPARTMENT OF  
FINANCE  
Director appointed  
by City manager

DIVISION OF ACCOUNTING  
Bureau of Licenses  
Bureau of Assessments  
DIVISION OF RECEIPTS  
AND DISBURSEMENTS  
DIVISION OF PURCHASING

DEPARTMENT OF  
LAW  
Director appointed  
by City manager

DIVISION OF LEGIGATION  
DIVISION OF LITIGATION  
DIVISION OF ADVERSE CONDUCT

DEPARTMENT OF  
PUBLIC WELFARE  
Director appointed  
by City manager

OFFICE OF DIRECTOR  
Bureau of Legal aid  
Bureau of Fire employment  
Bureau of Charities  
DIVISION OF HEALTH  
Bureau of Medical service  
Bureau of Laboratory  
Bureau of Sanitation  
Bureau of Food inspection  
DIVISION OF RECREATION  
Bureau of Community Club  
DIVISION OF CORRECTION

DEPARTMENT OF  
PUBLIC SERVICE  
Director appointed  
by City manager

DIVISION OF ENGINEERING  
Bureau of Sewer maintenance  
Bureau of Street lighting  
Bureau of Dredge & construction  
DIVISION OF STREETS  
Bureau of LA & Rub removal  
Bureau of Garbage removal  
Bureau of Street cleaning  
Bureau of Street repair  
Bureau of Bridge maintenance  
Bureau of Transportation  
DIVISION OF WATER  
Bureau of Sewer collection  
Bureau of Pumping & supply  
Bureau of Construction mains  
DIVISION OF LAND & BLDG.  
Bureau of Land & Building  
Bureau of Motor vehicles  
Bureau of Markets

COMMISSION-MANAGER ORGANIZATION — DAYTON, OHIO.

Drawn by Detroit Bureau of Governmental Research Inc.

# CITY MANAGER IN DAYTON

## CHAPTER I

### HOW DAYTON GOT GOOD GOVERNMENT <sup>1</sup>

How did Dayton <sup>2</sup> come to adopt the Commission-Manager plan of city government?

Let it be stated at the outset that the favorable vote for the Commission-Manager charter was not a consequence of the flood of 1913 — it was merely subsequent to it. The trend of events had long been toward a better government, and it was accepted that that form of charter extending home rule would ensure desired improvements.

In 1896 — over twenty-three years ago — Mr. John H. Patterson, President of the National Cash Register Company, had talked about the need for governmental reform for Dayton. On the 19th day of March of that year Mr. Patterson delivered an address at the Dayton Centennial which he opened with the following words:

“What ought the Dayton of the future be? Does its greatness depend upon the matter of its population? If it does, then Peking, with all its squalor and vice, is a great city. To become really great, however, our city must accomplish the largest

<sup>1</sup> The contents of this chapter are largely reproduced from “A Charter Primer,” by Dr. Lent D. Upson, Director of the Dayton Bureau of Municipal Research 1912-15, and now Director of the Detroit Bureau of Governmental Research.

<sup>2</sup> The population of Dayton is estimated as follows for several years:

1910 .....	116,500	1916 .....	130,000
1912 .....	120,000	1918 .....	140,000
1914 .....	125,000	1919 .....	150,000



amount of good for the largest number of her citizens, uniting all the best things which exist in other cities into an ideal city. Does she do this now? No; and why not? Because we are not educated sufficiently to realize our most urgent needs. We have no definite municipal ideas. Before we can have a great city, we must learn what a truly great city should be. We must first educate the people."

The address continued with a masterly discussion of the elements of a great city with their direct application to Dayton. In conclusion the question was asked: "How shall we get money to accomplish all these changes?" The answer forecast the commission-manager government of to-day — *by adopting business methods, business organization, and publicity as the basis of our governmental system.* To quote Mr. Patterson's words:

"A city is a great business enterprise whose stockholders are the people. . . . Our municipal affairs would be placed upon a strict business basis and directed, not by partisans, either Republican or Democratic, but by men who are skilled in business management and social science; who would treat our people's money as a trust fund, to be expended wisely and economically, without waste, and for the benefit of all citizens. Good men would take an interest in municipal government, and we should have more statesmen and fewer politicians."

This was perhaps the first suggestion along this line ever made in this country. By means of stereopticon slides, lectures, and the factory newspaper he fostered among his several thousand employees a permanent and active interest in public affairs. The effect of this agitation spread throughout the entire city.

The Federated Improvement Association was an important factor in advocating improvements in the government of the city. This Association grew out of a neigh-

neighborhood improvement association innovated by Mr. Patterson in the district around his factory. The local group met regularly to discuss public questions, and was such a success it soon led to the organization of the neighborhood groups throughout the city, until there are to-day 34 such associations. Each local group sends representatives to the central or federated body, which by reason of its widely representative nature, has much influence in shaping the destiny of civic endeavors.

These organized efforts were augmented naturally by existing conditions. Reviewing briefly the history of the city, for some years prior to 1914, Dayton was considered an outstanding example of bad city government. It was not said that endless graft existed, but rather that the city suffered from incompetence and irresponsibility in administration. The disconcerting element to the citizen was his inability to obtain desired action in matters affecting his welfare, due to a never-ending shifting of responsibility to "the other man." All matters had to be referred to the councilman, who in turn passed them over to the department heads,—after taking care to have his "action" reported in the minutes. The department head found himself unable to act because of the proverbial lack of funds, while the citizen's want remained unanswered.

Again, the citizen body came gradually to feel despondent over hitches in governmental action through frequent party strife within the council or between the council and executive. Too commonly a Democratic mayor found himself curbed by a Republican majority in council, or a Republican faced the necessity of working with a majority of opposite political belief and perhaps also a Democratic solicitor, auditor and treasurer. The results as affecting the governed require no conjecturing.

In 1909, with a division of "honors," it transpired that the city annexed four miles of territory, thus increasing its size by one-third. The current tax levy for the city could not be assessed against this new section, due to the lateness in the year, thus failing to provide the city with sufficient revenue to finance the additional services. A rise in the tax rate for the former sections was, therefore, threatened. The executive who can report to the people a reduced tax rate defies unpopularity. In this instance the Democratic mayor made a successful campaign for reelection, on a platform of no tax rate increase. However, added services and extensions soon began to pour in on the council, and the members supported these pleas. To fulfill campaign pledges it became necessary to refund bonds coming due that year, and this unsound practice was resorted to.

Just at this time the State legislature passed the now famous Smith One Per Cent. law, limiting future tax rates to the 1910 basis, with a small per cent. increase for each of the next three years. The effect on Dayton was to guarantee a permanently inadequate revenue from taxation of property, because the makeshift of refunding bonds had caused the city to make a tax levy request about \$200,000 below actual requirements. It then became necessary for the city to avail itself of the provision of a state law permitting the borrowing of money in anticipation of taxes, and this course was followed to the maximum. When this expedient proved inadequate, it became necessary to resort to the transfer of money between funds, which practice was followed until the departments were handicapped in their work. The final recourse was to reduce services by laying off policemen and firemen.

Under these conditions, it may be concluded that, re-



ardless of the wild rush of the Miami and Mad Rivers in March, 1913, a home-rule charter would have been adopted in Dayton. To quote one who was active in securing the adoption of the new charter:

"It cannot be fairly assumed that the Dayton charter was a distinct product of the disastrous flood of March, 1913. Activity for a new government had been inaugurated fully six months prior to this disaster, and, by January 1, 1913, the project had acquired considerable momentum.

"The aftermath of the flood only accentuated an already apparent need for honest, efficient and responsible city management. 'Government by deficit' embodies the actual reasons for the change in administration, and typifies conditions prevailing in the municipality,—annual expenditures in excess of revenues, inadequate control over the service of employees, excessive cost of city supplies and operations, failure of contracts for services to conform with specifications, and unreadiness of city officers to undertake active leadership for the welfare of the community. The city had had for many years a government sterile of all but the most commonplace benefits—due in some measure to official incompetence, but in a larger way an accrual from citizen neglect."

#### HOME RULE AMENDMENT

The adoption of a charter was made possible through the passage of a home rule amendment to the Ohio Constitution. The statement has been made that American municipal government has not been a proven failure, but rather it has never been tried. What has been reproached as ineffective local government, has been really a reluctant local administration of state regulation of city business. After several decades of such legislative experimentation in uniform styles of government for cities of diversified needs, a constitutional amendment was adopted September 3, 1912, extending to Ohio municipi-

palties a large measure of home rule. This authority privileged such cities as desired "to exercise all powers of local self-government, and to adopt and enforce within their limits such local police, sanitary and other similar regulations, as are not in conflict with general laws," and provided the procedure by which such local self-government might be secured. The act does not privilege the combination of school administration with the other functions of government, and the state still retains control of the local courts and finances.

The "Home Rule" amendment provided that municipalities might upon initiation of the city council or upon petition have a special election to decide whether a charter should be drafted, the members of such drafting body being selected at the same time; might accept one of the three "model" charters prepared by the legislature; or otherwise continue under the municipal code of the state. Such code made mandatory a partisan legislative body chosen by wards; a mayor, city solicitor, city auditor and city treasurer elected at large; a board of sinking fund trustees and a board of health, appointed by the mayor. The more important departmental heads were also chosen by the chief city executive.

Keen interest was evidenced in Dayton in this proposed amendment, and an active campaign made by Governor Cox and other prominent citizens to enlist general support in behalf of the movement, with the result that a large majority vote in Dayton and Montgomery county helped toward its passage.

#### CHAMBER OF COMMERCE COMMITTEE

Desirous of availing themselves of the provisions of this amendment, the Chamber of Commerce at once — in

the Autumn of 1912 — appointed a committee of five citizens to consider initiating a charter for the city. The committee consisted of John H. Patterson, Chairman, E. A. Deeds, F. H. Rike, E. C. Harley and Leopold Rauh. This committee at once set to work, and gave extended time and study to the three fundamental types of city government the outlines of which were presented in the charters prepared by the state.<sup>1</sup>

After deliberate consideration of these three proposals the Dayton Chamber of Commerce decided that a type of administration similar to that existing in their own private businesses had the greatest personal appeal and was thought best fitted to secure the most desirable results in the conduct of public business. Believing also that the movement for a charter should not be forwarded entirely by a commercial organization, the committee severed its connection with the Chamber of Commerce and formed itself into a distinct body committed to the securing of a new charter.

#### BUREAU OF MUNICIPAL RESEARCH

Of invaluable assistance in the work of securing a

<sup>1</sup> The three general types of municipal government are:

1. Federal,—consisting of a legislative branch of two houses, the members of which are elected by direct popular vote; and a popularly elected mayor as chief executive, who appoints the administrative department heads.
2. Straight commission,—consisting of a small legislative body, elected at large; the commissioners severally act as heads of the administrative departments.
3. Commission-manager,—consisting of a small legislative body elected at large, and which legislates only; the administrative departments are under the supervision of the city manager appointed by and responsible to the commission; the manager in turn delegates the execution of activities to subordinates selected by him.

There are, of course, numerous modifications of each of these general types,



charter was the Bureau of Municipal Research, which was established in October, 1912, by Mr. John H. Patterson. This organization conducted a running fire of publicity on current as well as past failures of the local government; and in coöperation with one of the local newspapers sent an investigator to report publicly on the results of commission government in the West and South. During the ensuing ten months the Bureau director and staff devoted their chief energies, except as interrupted during flood relief work, in conferring with various civic bodies to secure a modern, practical and complete charter.

#### “ COMMITTEE OF 100 ”

That the movement might be thoroughly democratic the “ committee of five ” chose, to coöperate with it, fifteen others representing all phases of community interest. This enlarged group invited four others each, constituting the usual “ committee of one hundred ” which has apparently become an established institution in public reform. An open meeting of these one hundred men was held, to which a public invitation was extended to all others who might be earnestly interested. Over two hundred attended and the merits of particularly the commission and city-manager plans were thoroughly considered.

Modified types of the Federal scheme were advanced, but received scant consideration from the public, although supported by the political organization in control of the city and by the Socialist party. Even without partisan and ward representation, the idea of an elective mayor appointing the departmental heads and acting somewhat in the capacity of a city manager was not a particularly convincing one. It was known that such a proposal assumed an elective head changing every two or four years

with a corresponding removal of subordinates, efficient or otherwise. It assumed also the continuance of the chief departmental offices as sinecures distributed in payment of political obligations, the actual duties being performed by subordinates doubtful of the permanency of their positions at the conclusion of each administration. Such a scheme was deemed an advance over the election of a number of miscellaneous and uncorrelated officers; yet it was thought also to fail in securing a maximum of efficiency and social-mindedness in municipal administration.

In the meantime, between meetings of the "committee of one hundred," the adherents of the manager plan were laboring enthusiastically for it. Meetings were held of small groups of the two hundred interested persons. The advantages of the manager plan over the commission plan were rehearsed and possible delegates were pledged to support the former program. As a result, at the conclusion of the last meeting of the larger body, the vote was made unanimous to support candidates for a charter commission pledged to the city-manager plan of government.

#### ELECTING A CHARTER COMMISSION

By a primary election, conducted through the mails, the two hundred members selected fifteen of their number to become candidates for the charter commission. These men signed a written pledge which stated that they would if elected write a commission-manager charter with certain fundamental provisions, notably:

A commission of five elected at large on a non-partisan ticket and subject to recall.

A city manager selected by the commission, on whom would

repose all administrative duties relating to the government of the city.

A referendum and protest on all legislation.

And what is more important — a charter which would secure the greatest welfare of the citizen body and not conserve the interests of any faction, political party, or individuals.

The pledging of candidates to a definite scheme of government was the most notable contribution to charter planning, and was a marked departure from the methods usually employed in similar agitations for new government. It meant that in the preference of these candidates over thirty others pledged to some form of the federal plan, the public would have expressed in no undecided terms its desire for a definite program — that of the manager plan.

Opposed to the citizens' non-partisan candidates, tickets were placed in the field by the Democratic and by the Socialist parties, their representatives being pledged to a species of Federal government. As in most similar instances every advantage was with the organized political parties, particularly the one in immediate control of the city government. The "ins" were supported by the patronage of the city and county administrations, as well as by many intimates of the other political parties who were opposed to the elimination of party politics from local government; and even more strongly by the indirect patronage attendant upon the expenditure of public dollars. This opposition with its well organized machinery had to be met and overcome by an unorganized citizens' movement, with a nucleus of two hundred active, enthusiastic and willing initiators.

Temporary enthusiasm, spectacular campaigning, mass meetings, and speeches could not win such a political



fight. The "man in the street" must be made to want city-manager government; and to interest all of the people an organization had to be created.

Here again is a distinction between the struggle for a new charter in Dayton and that frequent in many municipalities — the campaign was essentially a practical one. To further the educational and organization plans, a definite program was inaugurated for reaching every citizen with the story and need of this new government. An earnest, silent, but effective campaign was commenced. Mass meetings were eliminated, but in their place hundreds of speakers talked informally to little groups of voters,— sometimes in churches and factories, occasionally at improvement associations, but more frequently in the home of some citizen who would call in his neighbors to hear the plan explained. The usual campaign oratory was conspicuously absent; newspaper display advertising — another innovation — was used extensively, exhibiting not only the merits of the new scheme, but rehearsing the evils which had grown up under the old political influences.

Under capable direction a citizens' organization was created whose adherence came not from hope of political preferment, but from sincere desire for more efficient city administration. An energetic elector was selected as captain in each of the twelve wards of the city; he appointed a lieutenant in each precinct, who in turn selected a subordinate in every city block. And the block captain endeavored to enlist a man on each side of the street to interest the neighbors. Each voter talked with was asked to sign a card pledging him not only to vote for but work for the commissioners who would write a city-manager charter. The number of pledges signed assured an over-



whelming majority at the polls. Organization and particularly education succeeded.

On the day of election, each precinct captain was given a list of the voters in his district and of those favorable to the program. Hourly reports were received and tabulated and every effort made to get the favorable votes to the polls. Such a movement as this meant endless labor and effort, but the result justified the expenditure of time and money.

Watchers were placed in the polling booths, and what was more essential, after considerable pressure had been exerted upon the election authorities, an official of the committee was present at the counting of the ballots. Another committee of the citizens was present when the total vote was received at the board of elections.

The resulting vote authorizing the drafting of a charter for the city was approximately two to one, the fifteen candidates for the charter commission representing the non-partisan element being elected over the combined opposition.

The personnel of this commission shows its widely representative character:

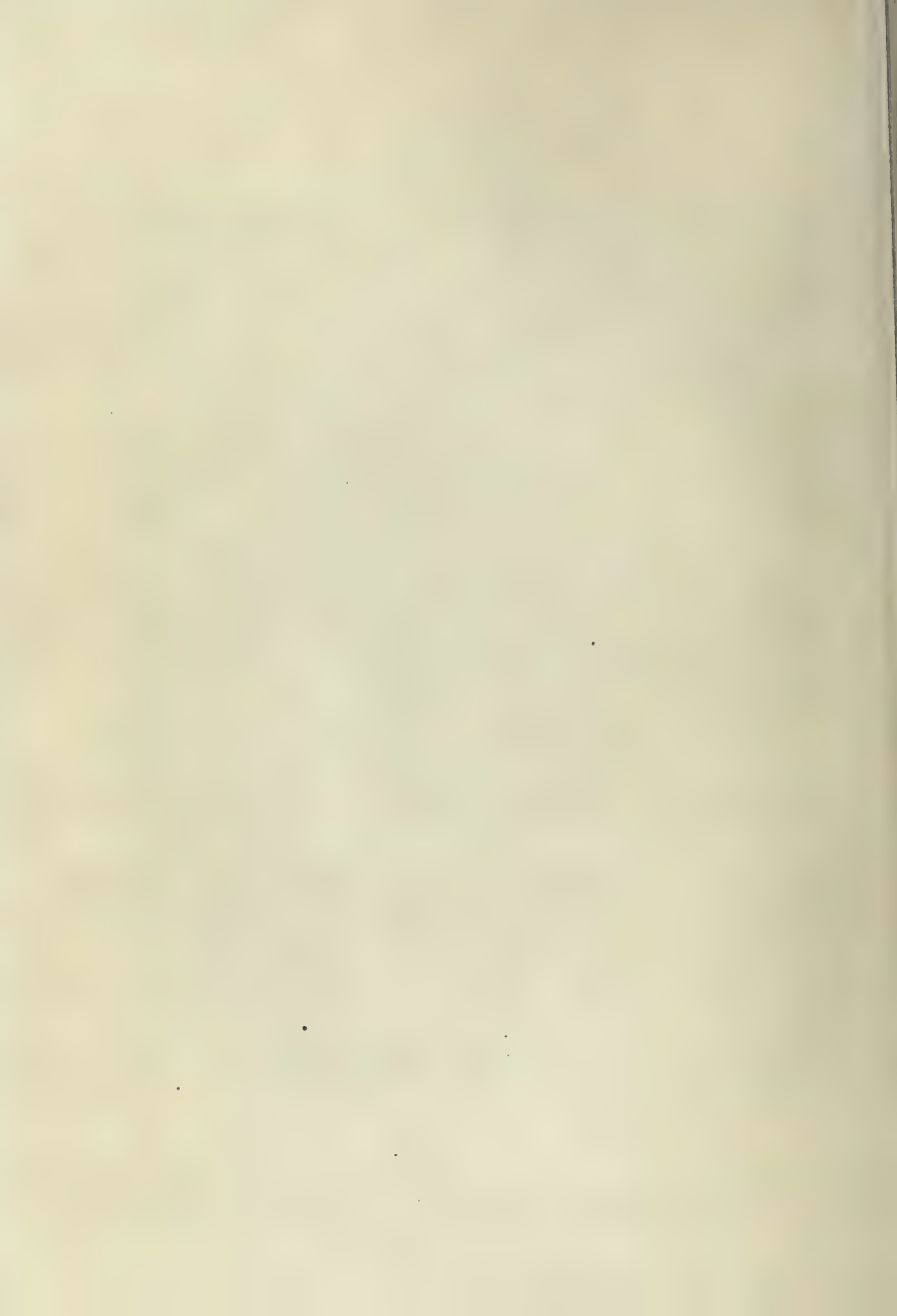
John H. Patterson, manufacturer,	Wm. A. Sparks, laboring man,
E. C. Harley, wholesale grocer,	Lee Warren James, lawyer,
F. H. Rike, merchant,	E. E. Burkhart, lawyer,
John F. McGee, merchant,	Chas. W. Folkerth, lawyer,
J. B. Zehnder, furniture superintendent,	C. E. Bice, lumber merchant,
O. B. Kneisly, dentist,	E. T. Banks, colored representative,
Fred Cappel, furniture merchant,	A. I. Mendenhall, union printer,
	Leopold Rauh, representative of business organizations.

#### THE LESSON OF THE FLOOD

Two months before the election, which was held on May 20, the flood interrupted the campaign for the char-



Over \$2,000,000 Was Raised in Dayton in a Week



ter. The breakdown of the political régime of the city was brought home forcefully at this crucial time, when the administrative head of the city proved quite incompetent to deal with the situation. Learning of conditions, Governor Cox declared martial law within the city and named Mr. John H. Patterson as Colonel in charge of citizen relief work.

Within twenty-four hours after the rise of the waters Mr. Patterson had ordered vast supplies of food, clothing and equipment from the outside world. The Citizens Relief Committee coöperated with the city council in obtaining finances to rehabilitate the devastated sections of the city, the state legislature then in session having passed an emergency act permitting the issuance of flood relief bonds. The action enabled the city to reimburse some extensive advances of private citizens' funds.

#### THE CHARTER COMMISSION AT WORK

Fifteen men had now been selected to write a charter. Not an hour or a dollar was wasted in sending junketing parties to other cities, securing advice, and in internal bickering as to the type of government to be presented to the public. The charter commission immediately upon organizing passed a resolution that the proposed charter would be of the commission-manager form, and that it would embody certain fundamentals to which the commissioners had previously pledged themselves. Time and attention from the first moment could be and was devoted to the actual preparation of the document.

The type of government decided, the charter commission was confronted by the problem of what should be done next,—of how they should go about writing a charter. Experience indicated that the details of this



problem keep many charter commissions engaged until the last possible date, resulting in a document very hurriedly and sometimes carelessly drawn, or assembled with the aid of scissors and paste.

Careful analysis was made as to the scope of powers of the city government, its nature, elections, organization, provision for civil service and a code of administrative procedure. It was found feasible to name committees within the commission to find a solution to these and other questions and present them to the commission. These committees did not present a completed draft of their recommendations ready for incorporation in the charter, as this procedure would have meant delay, controversy and overlapping.

Instead, only fundamental outlines were submitted, which brought out the salient features for brief discussion and early decision and adoption. They were then turned over to the secretary of the Committee on Final Preparation, which assured a complete and coördinated charter.

This procedure was so effective in Dayton that on June 23, 1913 — five weeks after their election — the commissioners completed for the approval of the public a city-manager charter.

#### THE CHARTER CAMPAIGN

The tremendous efforts made to interest and inform the citizen body and secure enthusiastic support for the charter, are tersely related in the pamphlet before mentioned.

On August 12, 1913, the proposed charter was made law by a vote of two to one. This, as in the first election, was the result of a vigorous educational campaign carried

on by the non-partisan organization. The wisdom of having the public decide upon the form of government in the first election was especially apparent at this time. The city was presented with a charter providing for a form of government already asked for by the people. It was necessary in this second campaign to explain the provisions of the document, indicating how they conformed to the expressed wish of the electorate.

Facts are essential to a campaign which hopes to win, and to a reform which having won, expects to succeed. The campaign as conducted by the citizens in Dayton was exceptional for its "muckraking with facts, rather than muckraking with muck." The local Bureau of Municipal Research in its investigations of a year collected extensive and convincing data showing the waste and inefficiency of the then existing form of government; and its failure to meet new and urgent needs. Data supplied by this Bureau emphasizing poor financial management were published on cards and pamphlets; appeared in the daily papers; and were projected nightly on screens in all parts of the city. They were told the voter at noon meetings in the shops, and were repeated again at night in his home. The annual deficit in conducting the business of the city; the long term bonds outstanding for temporary and short-lived improvements and for current operation; waste and favoritism in the purchase of supplies, materials and equipment and contractual services — all these were supported by facts. And facts combined with the bitterest campaigning against a now united opposition won. The vote was 13,318 favorable and 6,010 against. Over 60 per cent. of the entire voting strength of the city was represented in this election.

## INSTALLATION OF THE FIRST COMMISSION

At the regular November election five commissioners, — George W. Shroyer, Mayor; A. I. Mendenhall, John McGee, John R. Flotron, and J. M. Switzer, non-partisan candidates — were elected without opposition. The administrative sections of the charter became effective January 1, 1914, and on that date after consideration of an extended list of those of prominent experience in municipal administration, public engineering, accounting, and health, Henry M. Waite was appointed city-manager. Mr. Waite is an engineer of exceptional experience, and recently had been city engineer of Cincinnati, under the Hunt administration. The Commission, in the spirit of the charter, exercised no influence whatsoever in the selection of the immediate subordinates of the manager, which included a local attorney of prominence as director of law; a minister, for many years active in social work, as director of welfare; an expert accountant as director of finance; and an engineer of large public training as director of service (public works). No director of safety was appointed until May, 1915.

The Bureau of Municipal Research has received the commendations of the City Manager for its assistance in enabling the new administrators to assume their duties with a minimum of inconvenience. A complete study had been made of the existing organization, and this was adjusted to meet conditions under the new plan, so the work proceeded with virtually no interruption.

## THE LARGER QUESTION

In summary it may be said that the charter movement owes a large measure of its success to the practical man-



agement of the campaign. Of particular significance was the decision to urge a single issue at a time — the choosing of a form of government by the people in the first election — leaving the single question of the merits of the charter itself as the issue in the election to adopt the document. The second and perhaps the most important feature of the movement was the intensive as well as extensive educational campaign by a well directed organization; the intimate, earnest, informal talks in place of mass meetings, oratory and torchlight parades.

Is this success, and are these gains permanent?

Can the citizens of Dayton retire satisfied that reform is a hardy perennial which will make its appearance at each election time whether the voter cares or not?

Or will the partisan politician, who works three hundred and sixty-five days in the year, come back, bringing with him the patriots who have no other profession than serving their city for pay; the old administrative code of "jobs and profits"; and a comatose appreciation of community ideals and community needs?

These questions are significant, not only to the citizens of Dayton, but to the many municipalities which are awaiting an adequate solution for their city problems.

The Dayton plan is dependent for its final success upon a public, independent of partisanship, and thinking plainly, honestly and directly upon the tests of adequate government. From the continued interest and coöperation of that public it will be known whether the Dayton plan is to be only a little experiment in local government, or a distinct and permanent contribution to the science of politics.

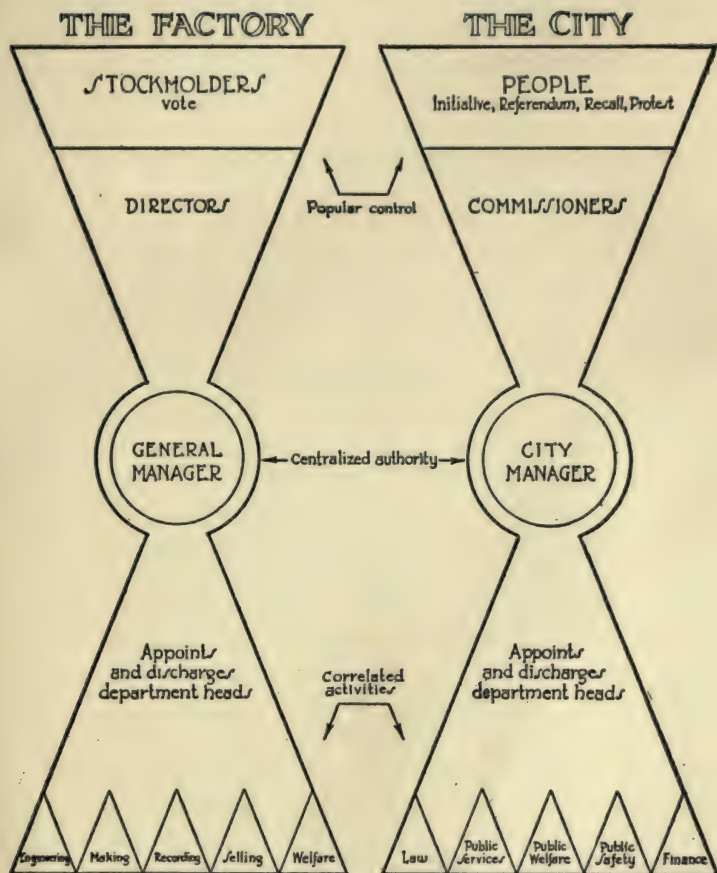
It has been necessary at each election since the adoption of the charter to form a Citizens' Organization along



non-partisan lines to combat the political parties. This organization has by the usual political party methods and at a great expense been successful in maintaining the non-partisan principle of the charter.

The end is not yet. For five years this document has proved its worth in actual practice, and no substantial shortcomings have been found to require its amendment. Only minor sections or interpretations have been assailed as imperfections. With the prospect of its continued integrity for another four years after the reëlection in November, 1917, of three of the five first commissioners, other cities will await hopefully the success of this experiment in municipal democracy.

## A COMPARISON



Drawn by Detroit Bureau of Governmental Research Inc.

## CHAPTER II

### BUSINESS PRINCIPLES IN PUBLIC BUSINESS

THE analogy is frequently made of the city as a public corporation, of which the citizens are the stockholders, the city commission the board of directors, and the city manager the business manager. This picture in Dayton is not exaggerated.

The organization of the Dayton government is similar to that found in modern business corporations. In private business the ownership rests with the stockholders, who delegate their powers to a board of directors, which in turn select a general manager to have direct charge of the work. In the city of Dayton, ownership is vested with the citizens, who delegate their powers to the commission, which in turn select a city manager to execute their policies. The duties of the board of directors in either case are to decide questions of policy as to what shall be done, and to provide the funds.

In private business, the operating units consist of the men who carry out the orders of the general manager. For purposes of efficient management, the work is divided into departments under the direction of the manager, for example, the financial, sales, production, and the accounting departments. The financial department collects and disburses the money; the sales department obtains orders and sells the product; the production department produces the goods, and the accounting department keeps records of all that happens in the other departments. In

the Dayton government, the work is also divided into departments, upon lines natural to municipal activities, and each department is in charge of a director. The five departments are law, finance, safety, service and welfare. Certain other activities — the courts, board of elections and schools — do not come within the domain of the city charter, but are operated independently.

#### THE CITY COMMISSION

The city commission in Dayton consists of five members elected at large by the voters. There is nothing sacred about the method of electing these commissioners or the number. Just as various methods have been employed to elect members of boards of directors and as boards have been composed of various numbers of men in business, so they may be in city government. A commission of seven or nine might prove as desirable as, or more acceptable than, five members. Too small a commission may not be sufficiently representative and too large a commission will prove unwieldy. The small commission has resulted in all work being done by a committee of the whole and each project has received the attention of all the commissioners. From the standpoint of organization, the number of commissioners is vital only in so far as it affects the transaction of business. Other considerations which have to do with securing real representation are really the controlling ones in deciding upon the number of commissioners and the manner of their election. These factors are discussed subsequently.

#### DEPARTMENTAL ORGANIZATION

The plan of government made it possible for an effective organization to be created for carrying out the



decisions and policies of the legislative body. The charter gives the Manager power of appointment over all administrative departments and it was therefore possible to build up a competent, well disciplined organization for executing his orders. Decisions once reached and orders issued, the work proceeds in routine fashion.

All the important positions were filled by trained and experienced men, after deliberation. An effective civil service procedure made possible the selection of capable employees for the minor positions. Thus the complete organization was built up of competent, trained and qualified men to carry out the orders of the chief executive.

In this fact lies the great advantage of the City Manager plan of government over the Federal plan or variations of it and over the Commission plan. Under the Federal plan, where various heads of departments are elected by the people, an effective organization is never assured. There is no provision for enforcing discipline or compelling obedience to human authority. Each official is a law unto himself and coöperation is not generally found. It is also a rarity to find trained and properly qualified men in office through the elective system.

Under the Commission form of organization, if each commissioner were equally able and efficient as an executive, the activities of the city would be performed by five or seven distinct and different organizations. This situation would be analogous to that of a private corporation where the financial, sales, production and accounting departments were separately organized with no central control over their activities, but each one reporting directly to the stockholders who selected them.

Under such circumstances the production department might continue to make types and styles which the sales department were no longer able to sell, and all departments might transact business on a scale in excess of the financial ability of the company.

The chief weakness of the straight commission-governed cities has been that the commissioners do not work in harmony; each commissioner in his desire to make a showing for economy and efficiency may go to greater length than the city's finances can afford, or may act contrary to the best financial policy of the city. This is the actual experience of some of the commission-managed cities. Another weakness lies in the fact that the plan does not insure qualified men for the administrative positions. The City Manager plan provides for an executive whose duties are to bring about coöperation between the various departments, to prescribe and enforce discipline throughout the entire organization and to direct its activities along the lines desired. The plan therefore possesses the elements of a strong, workable and effective organization.

#### SECURING EXPERT COUNSEL

When a private business organization is to undertake any new or large project, out of the ordinary line of its activity, it avails itself of the best advice and information bearing on the various problems involved. It does not rely upon its regular departmental organization and employees for extraordinary expert services. In its experimental work it may have, and usually does maintain nowadays, a permanently employed research staff. In addition, it may engage permanently or temporarily as occasion requires various types of specialists in par-

ticular lines, as labor, legal, organization, financial, statistical, mechanical, architectural and chemical experts. It is the function of these specialists to assist the management in reaching conclusions and passing judgment on many technical matters.

The same policy should exist in city business. The regular departments are established and maintained on a basis only large enough to conduct the ordinary routine of business demanded of them. When an extensive new program is decided upon, it is essential that the best practice and experience elsewhere be availed of, and that special assistance be obtained. Only in this wise are the interests of the taxpayers best conserved.

Dayton has made so many extensions to former services since 1914, and embarked upon so many additional municipal activities, that a number of special advisers have been called in. The employment of such specialists is one of the reasons for the success of the government in Dayton, and credit for this belongs chiefly with former Manager Waite, whose experience as an executive had taught him the value of expert advice on technical matters. The Commission must also be given credit, however, for their willingness to follow the lead of the Manager in this respect and to provide the funds for such special counsel.

In planning comprehensive water works improvements, the city at first employed Pollard and Ellms of Cincinnati, who made an historical study and physical valuation of the system and outlined improvements which would care for the needs of the city up to the year 1930. Later, the firm of Metcalf and Eddy of Boston have served in the capacity of water works advisers. In planning the sanitary and storm sewer systems, a topographical survey was



made. A sewer survey was made and advice obtained from Metcalf and Eddy, so that the system is based upon the needs of the city up to the year 1950. When the old gas franchise came up for renewal, instead of accepting the proposal of the gas company, the city called in the firm of Hagenah and Erickson of Chicago to make a physical valuation of the plant and determine upon a scientific and reasonable rate. As a result, a rate of 34 cents per thousand feet was agreed upon, and the minimum bill was reduced from 80 cents to 34 cents, with a consequent saving to the consumers during the ten-year term of the franchise of over \$240,000. Moreover, the artificial gas plant was abandoned, and universal natural gas service, at the lower rate, secured for the entire city.

A traffic expert, Mr. Harris of Madison, Wis., was employed to study and report upon the best methods of relieving street car congestion and of securing better service. War conditions have complicated the traffic situation and it has not been finally and satisfactorily settled. A continuous audit of the financial records of all city departments is made by an outside firm of certified public accountants, in accordance with a provision of the charter. An expert municipal accountant, Mr. Frederick Leach, of Cincinnati, was employed and financed privately to outline a modern accounting system and supervise its installation, though its use was never fully followed up. An engineer and architect, Mr. Fred W. Elliott of Columbus, was employed by the same means to assist in drafting the modern and complete building code of the city. He was employed because of his intimate study of the problem and his acquaintance with the Ohio State code requirements. In determining upon a



solution of the long-standing problem of garbage disposal, and the final decision to erect its own disposal plant, the city availed itself temporarily of the services of Mr. Stephen E. Wilson of Toledo. That the solution was a provident one, as well as economically sound, is attested to by the three-year report of that utility.

Olmsted Brothers of Brookline, Mass., were earlier employed, through private funds, to make a study of the park situation in Dayton, and their report was printed and distributed widely and has been the basis for subsequent development in that field. A specialist in forestry investigated the shade tree problems, which served as a basis for the work of the city forester.

Notwithstanding all the results accomplished for the good of the city and its residents, it is one of the comments of the average citizen that public funds have been wasted in such "outside expert advice." It constitutes to-day one of the chief stock arguments against the form of government, whereas the *form* is not at fault whatsoever,— it is merely the *program*.

The populace read in the daily newspaper that an "outside expert" has been engaged by the city, and is to receive \$50 per day, which seems out of reason. They ignore the short term of such expert employment, the special training required, the size of the task undertaken by the city, and the risk. No comparison is made with the cost of similar services when they are employed by private business firms,— because in the latter case the facts do not reach the newspapers and the public. A democratic government requires that its acts become known to the public, and the irony of it all is that in the one case a knowledge of the facts — although the proportionate cost to the individual is negligible — should

jeopardize a progressive government. This is especially true if the results prove that the government made practical, tangible and actual improvements, as the Dayton government did.

### IS THE PLAN DEMOCRATIC?

In a democracy, one thing further is necessary, and that is that effective control must reside in the hands of the people and their representatives to force the executive to use his powers and the energies of the high-powered human organization to carry out the collective desires of the people in the city.

It would be a grave danger indeed to make it possible to build up such an effective machine and then because of lack of well-balanced control, let it be used to the disadvantage of the public. This control is secured in Dayton in two ways,—first, by making the executive subject to dismissal by a vote of the Commission, and second, by recall by the electorate. By a majority vote of the Commission, the scepter of power can be taken away from one City Manager and placed in the hands of another. This can be done without loss of efficiency and thus the city can change engineers at any time without stopping or slowing down the engine. This happened recently when City Manager Waite left for war duties in France, and his place was taken by former Service Director Barlow, who had been in training for the higher position for four years.

It is pertinent to inquire whether the Dayton Commission has truly represented the citizens of Dayton in their collective desires. It is admitted by all who have knowledge of the facts that the Commission has always been alert to learn and anxious to comply with the desires

of citizens. The sincerity, faithfulness and earnestness of purpose of the Commissioners cannot be questioned. It must also be said to their credit that they have been forward-looking and far-sighted in their plans and policies. Many new functions have been undertaken by the city, while at the same time public improvements of all kinds have been extended to meet the growing demands of the city.

There are some indications that the Commission is not as truly representative as it might be. At the 1917 election, the three Commissioners up for reelection were returned to office by a bare majority. The Socialists cast 43 per cent. of the votes at this election and yet they did not succeed in securing a representative. The contest was a bitter one and the Socialists feel disgruntled at the result and are simply biding the time for another test of strength. Signs point to their early success in naming at least one commissioner. Where such conditions exist, it cannot truthfully be said that the Commission truly represents all groups in the population. There is no doubt that some form of election should be adopted which would secure a more representative legislative body.

One possible reform which would afford this end is Preferential voting, which is used in the neighboring city of Cleveland. Another and more popular alternative would be Proportional Representation. Indeed, the merits of some system of proportional representation as permitting the widest expression of the entire citizenship are being recognized in a growing degree throughout the country. Several city charters drafted since Dayton's have provided it, notably the City Manager charters of Kalamazoo, Michigan, and Ashtabula, Ohio. Elections



were successfully held under the plan in both cities.

At first thought, it seems inconsistent to recommend proportional representation — the fair representation of groups of voters — for a city having a charter which provides for only non-partisan elections. However, because the system of elections recognizes no groups or factions, political, geographical, or other, it is not to be assumed that such groups will deny themselves their existence and at election time endeavor to make their votes felt. Permanent success in determining policies can be assured only when interested groups of substantial numbers have a vote in deciding them.

The successful operation of a business depends upon at least three things,— organization, method, and men. This holds true of a city government; and no *form* of government alone can ensure that capable men will always be in charge of its activities, and that adequate methods will invariably be followed. The City Manager plan makes it more easily possible to secure qualified officials for administrative positions than does any other plan yet devised, and it provides a ready method for getting rid of incompetents. Furthermore, it provides a plan of organization for getting results when the proper class of public official is secured; and the proper method or procedure is inherent to such organization.

It might be asserted that the services performed in Dayton under the City Manager plan *could be performed under any other form*. It will be evident from the pages which follow that they *were not* performed under the Mayor-Council plan. The City Manager plan *did* actually *accomplish* results. ✓

Whatever results in administration in Dayton the reader may conclude were obtained, and are being



secured even now, under the City Manager plan, may be stated, summarily, to be due to:

1. Delegation by the electorate to a small committee, the Commission of five, of authority to represent them in community affairs;
2. Determination of policies by this Commission, in open meeting of the whole and with full publicity as to their acts; and employment of a full time, capable, chief administrator to execute their policies and orders;
3. Delegation of full authority to this executive to build up his own administrative organization to do the work of the city departments under his direction; and of responsibility upon this executive for results;
4. Performance of these services in accord with a complete, unified and coöperative program, secured through constant supervision by the executive and staff conferences; and
5. Complete and prompt reports by the chief executive to the Commission, of performance; and report by the Commission to the body politic of results achieved.

## CHAPTER III

### DETERMINING PUBLIC POLICIES

#### Mayor-Council Plan.

Council of 15 members,—elected 1 each from 12 wards and 3 at large; ward lines recognized; numerous other elected officials.

Partisan elections.

Term of office, 2 years; all terms expired same year.

Presided over by President, elected at large, for 2 year term, who voted only in case of tie.

Salary—council member, \$450; president, \$500.

Meetings—bi-weekly; evening; open to public. Calendar, prepared by committees. Committee meetings not open to the public.

Work done through committees of 3; at least 20 committees, as finance, streets, water, elections, sewers, health, law, etc., etc. Committee of the whole on important matters.

No provision for initiative, recall or referendum.

Appointed city clerk.

Approved all appointments of mayor.

Governed by Ohio municipal code and city ordinances.

#### City Manager Plan.

Commission of 5 members,—all elected at large; ward lines abolished; short ballot principle followed.

Non-partisan elections, and direct primaries.

Term of office 4 years; terms of 3 commissioners expire one year, terms of other 2, 2 years later.

Presided over by Mayor, who is commissioner receiving highest number of votes at election of 3 commissioners, and who votes regularly.

Salary—4 commissioners \$1200 per yr.; mayor, \$1800 per yr.

Meetings—Weekly; daytime; open, public invited to attend and be heard; calendar prepared in advance. One evening meeting each month was started in 1918.

Work as committee of the whole.

Provide for initiative and referendum; commissioners subject to recall.

Appoint Clerk of Commission.

Appoint City Manager.

Governed by city charter and State statutes not delegated by home rule amendment.

Mayor-Council Plan.	City Manager Plan.
No meetings with mayor as administrative head of city.	Weekly conferences with City Manager to prepare calendar.
Published no annual report.	Publish annual report of city. 30,000 copies distributed to residences.
Appointed civil service board.	Appoint civil service commission.
No citizen advisory boards.	Take every opportunity to name advisory citizen boards,—as city planning, markets, recreation, etc.
No regular inspection trips,—interested councilmen kept in touch with conditions.	Visit all public improvements on inspection trips at least twice a month.
No audit of financial transactions, except by the State Bureau of Auditing.	Provide a continuous audit of financial records.
Enacted all legislation.	Enact all legislation.
Prepared annual budget; no public hearings on budget.	Consider budget prepared by City Manager and pass appropriation ordinance; provide public hearings before its passage.

THE above parallel indicates in outline the chief differences in organization and procedure of the legislative bodies prior to 1914 and since 1914. It points out definitely and conclusively the basic principles underlying the commission-manager type, which have permitted the successful conduct of the city's affairs since 1914.

It needs no discussion to show that with partisan elections and the ward system of representation in council, politics would play its part. With politics influencing both the legislative and administrative officials there was bound to be "log rolling" and dickering. With ward representation and a large council, "log rolling," dissension and procrastination were the order of the day.

In the charter lines are clearly drawn between the legislative and executive branches. There is an entire absence of political influence, with its give and take. One ward cannot play its demands against other wards because the

commission considers matters only from the point of view of the city as a whole. A small commission can consider fully and act upon all matters properly requiring its attention, and can delegate to the administrative officials responsible to it those matters not legislative in nature. Prompt action is thus possible. In every way the present organization is an exact duplication of the organization to be found in the successful private corporation to-day.

Under the old régime the success of the administration was determined in large part by the representation of political parties in council and in the elective offices. If there was a comparative unity in their political composition, the citizen could hope for some results in public service. If neither party had a substantial majority of offices, there was no hope for the individual citizen.

But even with a strong party in control of the public offices, the system precluded the substantial results now obtained. This was due to a number of reasons, other than that the party gave first attention to rewarding its supporters. With a possible change in personnel every second year, and often at the same time a change in party domination, it was impossible to carry to a conclusion any program of administration or of public improvement. A comprehensive plan of extending the physical development of the city, or of using its equipment, could scarcely be prepared during one administration, and if started it would be certain of discard by its successor,—in order that responsibility and credit might not accrue to the initiators.

Furthermore, the periodical change of administrative officials made it impossible for them to execute any continuous and intelligent plans. The officials were better



politicians than executives, and invariably had to undergo a period of training and experiment before they could carry out with safety or assurance any proposals. New functions of government were not to be thought of, and the scope of the local government did not expand with the times.

Any plan of improvement proposed for one section of the city could not be expected to meet with the approval of a jealous council, unless the councilman who sponsored the plan was willing to concede something desired by the other members, each guarding his own limited section of the city. An appropriation here must be compensated by a like one there. The benefit to the city as a whole of any legislation was quite unthought of. The maxim might have been written: "Me for what I can get for my own ward!"

The large council of fifteen members found itself unable to give consideration to every subject requiring its attention and action, due to the difference of opinion to be found in a large representative body elected to protect each his local section. It grew to be the custom from years back to refer all but the most important matters to committees within the body. These committees were usually of three members, and covered every phase of the city's interest. There were committees on streets, water works, parks, buildings, health, street lights, sewers, rivers, levees, condemnations, workhouse, infirmary, finances, police, fire, elections, etc., etc. Just before the council went out of office there were over twenty committees, and a councilman had an average of five or six memberships on committees.

## A SAMPLE OF POLITICS

That so large a body proved unwieldy and considered the interests of the political bosses at the expense of the city's general welfare and future was proved numberless times. At one time a public-spirited possessor of several hundred acres of hills and woodlands at the south edge of the city offered the entire holding to the city gratis, for use as a public park. This offer aroused the jealous ire of the councilmen from the opposite section of the city who could see property values to the south increase and the prestige of their district endangered. Violent opposition was arrayed against the acceptance of the proffered park lands, and, with political influence brought to bear, the offer was refused.

To-day, some of these park lands are owned by the city, as the present commission was a unit in voting to accept a deed to 294 acres, again offered as a gift to the community. The remainder of the tract, several hundred acres, is open to the people although privately owned.

Another matter of tremendous economic and personal import to the city is that of eliminating grade crossings. However, certain sections have no railroads and they are slow to vote the city's portion of the cost unless they can receive some important public improvement as an offset. When this matter came before the old councils, as it frequently did, there was always a storm of protest and a flow of oratory to defeat it.

When the present commission came into office, a bond issue of \$5,000 was passed to cover the preliminary investigation preparatory to separating the grades. However, with the refusal of the electorate to authorize

an issue of bonds for the city's share of the expense, the matter was discontinued. It is now quiescent, pending a return to more nearly normal conditions. The Commission is a unit in desiring to proceed, but must await the development of a popular sentiment to remedy the evil.

#### PLACING RESPONSIBILITY

Under the councilmanic rule, every improvement in service desired by a citizen had to be referred to the councilman for the district, who introduced the proposal before the council. The councilman made certain that the record carried the recital of his resolution, as it was necessary he retain or win the friendship of the citizen who would request anything from the council. His record was then clear. The matter was then referred to the head of the department concerned in the request, and with the reference passed the responsibility. The department head ordered an investigation and report of cost. If convenient, the street was repaired or the light placed; if not, the department head found it necessary to report back to council a shortage of money in the particular fund which would bear the expense.

Thus responsibility was placed on the "next man," — the only task of the citizen was to find this man, and wait for his want to be acted upon. This practice of "passing the buck" was one of the chief causes which led the citizens to overthrow the large council form for a smaller and more compact representative body. "Bunkum" resolutions have passed into history.

#### THE COMMISSION AT WORK

The Commission conducts its affairs in an effective and businesslike manner according to a calendar prepared



The Community Country Club—



300 Acres for Recreation





two days in advance. Meetings are called to order promptly, the regular order of business is followed, and the necessary action taken on matters coming before it.

Meetings are held every Wednesday morning, and beginning in 1918 one evening meeting each week is held. The City Manager attends all meetings, though he has no vote. The meetings are public, and all business is transacted at these meetings. During 1916, an average of 25 citizens were in attendance at each regular meeting, with a total attendance during the year of 1,300. Nineteen special meetings were held in 1915 and 15 in 1916. In addition 28 meetings of the Commission were held in 1916 to consider the new building code, 11 of which were specially called at night for the purpose of giving all trades and interests ample opportunity to offer suggestions for changes. The Commission, usually in company with the Manager, make on the average one inspection trip each week to obtain a first-hand knowledge of conditions in the city and improvements contemplated.

Only general matters of policy need now occupy the attention of the Commission. The public is given a hearing on any subject before them. Every effort is made to learn the public point of view before action is taken. The strict observance of the difference between fixing policies and executing them is one of the chief reasons for the success of the form of government.

The improvement in form over that of the straight Commission plan cannot be over-emphasized. With the straight Commission type, the Commission meets and enunciates policies; it then adjourns, and severally the commissioners become administrative officials to execute these ordinances or resolutions; they then convene once more as a reviewing body, to pass judgment upon their

work as administrators. Thus, the vital distinction between legislative and administrative functions is confused or lost.

In watching the work of the Dayton Commission during the first few months of operation there appeared the danger of its being merely a rubber-stamping body, to put the mark of approval upon every official act of the Manager it had appointed. There was the expressed tendency upon the part of a commissioner to pass legislative prerogatives to the Manager. In even so important a matter as consideration of the annual budget a commissioner was once heard to remark: "Let the Manager worry about that; that's his job."

However, the Commission in due course came to its senses, and now carefully guards its rights and powers. It realizes its direct responsibility to the people, and is assuming its proper function. There is still a disposition on the part of some citizens to take every complaint, criticism or suggestion to the Manager, and while his office is open for all community problems, the general tendency is coming more and more to be to refer matters to the Commission, the authorized representatives of the people.

During the past four years many important matters have required the attention of the Commission. These include the passage annually of the operating budget, resolutions ordering numerous public improvements, the fixing of a price for gas and electric services, passage of ordinances regulating traffic, adoption of the building code, regulation of street car service, and many other subjects specifically discussed in other chapters.

These matters have been looked at from the point of view of the greatest good to the greatest number,—the

safest rule for insuring democratic government. Never has there been a suspicion of graft connected with any of the official acts of any commissioner or with any public official aiding in a determination of the action taken by the Commission. Opposition has voiced itself, of course, to certain policies agreed upon, but never has the majority of the electorate failed to appreciate the spirit behind the action. It remains true that even this cumulative feeling of discontent may some day be sufficient to overthrow the Commission, if not the plan, in the face of its honest endeavors.

#### CIVIL SERVICE COMMISSION

The first citizen board appointed by the Commission was the Civil Service Commission, named at once in 1914.

Since 1902 there had been provided by the statutes a commission to establish and maintain the merit system in the holding of public office, and in promotion and demotion. Under strong partisan influence, however, the personnel of this commission underwent a change with each fluctuation in political control. Accordingly, the membership of the commission was dominated by the party in power and which appointed it, and in turn through the secretary every public employee was carefully listed as to his choice of ballot.

Examination of the old files of the civil service commission reveals a variety of papers which told, in code, each employee's political tendencies. Applications, examination papers, results of tests index cards,—all bore mystic characters to mark the brand of the supposedly non-partisan commission on every office holder, and it reached into every branch of city service.



The code of the partisan civil service commission, which made a travesty of real merit service, is reproduced herewith:

* Does not vote	C Colored
° Democrat	W White
— Republican	dbt Doubtful
÷ Socialist	ng. No good
	w.p. Ward and precinct
	lu Look up
/ Doubtful	See —
D Democrat	Orendorf
R Republican	Weaver
S Socialist	Hodapp
P Prohibition	Nipgen

That is the story of the merit service in the days of politics. When the Commission took office they immediately named a non-political civil service board of three members. The old commission contested the action throwing it out of office, but the court held that the home rule charter applied to the civil service activities.

The charter specifically provides that all officers and employees shall be appointed on the basis of merit and fitness alone, and that a record of their efficiency in the service be kept. These obligations have been carried out, by the appointment of a secretary who prepares written examinations and who interviews each applicant. Advice of disinterested persons outside the service is liberally availed of in preparing questions. The city physicians conduct the necessary physical examinations. A system of efficiency ratings has been introduced into each department, but it is not well kept up. A standardization schedule for all positions and salaries was adopted by the city commission in 1916, but it is in need of revi-

sion, due to the substantial change in economic conditions since its preparation.

This commission is the only advisory board receiving salaries. By the action of two members, who have since withdrawn from the board, a salary of \$250 per year is paid each member. As the position is largely honorary and advisory, no salary should be voted for the service given. The most extensive time ever devoted to the work by the board was in 1915, when a hearing was conducted for one week on the appeal of the chief engineer of the water works pumping station, who was dismissed from the city service. After a thorough trial, the decision in the case upheld the City Manager in his action. This is the only appeal which has come before the board, and the test proved it could not be swerved by political or other outside influence.

Records of the civil service commission for years prior to 1914 were not available. Following is the statement of its work since then:

#### EXAMINATIONS GIVEN BY CIVIL SERVICE COMMISSION

Year	Number of Examinations	Number of Persons Examined	Number Passed	Number Failed	Per cent. Passed
1914	52	263	170	93	65
1915	59	704	466	238	66
1916	57	556	383	173	69
1917	58	404	270	134	67

There is perhaps more criticism directed against the operations of this branch of the city government than against any other. There seem to exist in some departments well founded charges of favoritism. These charges are a criticism against the City Manager government insofar as they have not been investigated and the defects remedied.

## CITIZEN ADVISORY COMMISSIONS

As has been stated earlier, the Commission makes every effort to obtain the sentiment of the people upon all matters. This policy is based upon the theory that only by having the confidence of the public can a continuous program be successfully consummated. Every effort is made to secure an expression of opinion on important matters from neighborhood improvement associations, the labor unions and the central labor council, private (non-political) clubs and the commercial organization known as the Greater Dayton Association. Publicity in the daily newspapers is courted, and the editorial and correspondence columns have more than once thrown the balance for or against action on proposed legislation. Particularly has the Commission been willing to give audience to the opposition, and, consistent with its policy, either modified its action or adhered rigidly to its standard of performance.

In yet another manner the Commission has carried out a plan giving a widely representative or popular government. Recognizing that in a composite population there are always to be found citizens who are specially equipped to render a service to the entire community, men who have special qualifications not to be found within their own number, the Commission has been liberal in appointing advisory citizen boards.

The accruing benefits are many. The city is given expert advice on special problems, often beyond the scope of the Commission without an extensive amount of technical investigation and advice, and on the other hand the citizens are assured that their representatives in the Commission are too provident to pass judgment on

all matters as a committee sufficient unto themselves. Through these boards the government has unfolded itself to a perceptibly larger proportion of the populace than it could have had it debated secretly and brought forth decrees from behind closed doors, blind to the necessity of taking the citizens into its confidence. Special boards have been appointed and given power of investigation; they have made their inquiry and report; their works have brought forth fruit; their work was done; the entire city has profited without a cent of cost from the public treasury; the boards have been excused and the members retired to private life. This is a step forward in obtaining government by the people.

#### CITY PLANNING BOARD

A board of three citizens was appointed in 1914 to pass on all city planning and prepare comprehensive plans for future growth, both within the present limits and three miles outside the city. This board comprises a manufacturer as chairman, a business man and an architect. It has worked continuously for over three years, and has prepared extensive plans which await the pleasure of the City Commission. A civic center, a boulevard system and park areas have been carefully worked out. Owing to the abnormal times, it has been deemed expedient to hold the plans in abeyance temporarily. Much in immediate results, however, has been accomplished through the board's consideration of and action upon proposed new platting and the designing of approaches to one of the new bridges.

The board has worked in coöperation with the engineers of the Miami Conservancy District, which has



the task of safeguarding the city from the dangers of floods.

#### OTHER ADVISORY BOARDS

Among the boards which have rendered service of special value to the city are a recreation committee of fourteen citizens, a board on renaming and renumbering streets, a board to draft a building code, a civic workers' league to promote clean-up work during the year, a committee on amateur baseball, a women's market board, a committee to hold a municipal exhibit, and, more recently, citizen committees of large numbers to deal with the problems of street car service, and obtaining and distributing coal to the citizens.

Furthermore, the attention of the City Commission has been given the civic music league, the merit boards for the division of fire and police, and the parole board which paroles workhouse prisoners. Close coöperation has been had with civic agencies performing charitable work, maintaining parks and playgrounds, and supervising garden work. Gradually, as funds permit, these activities are being assumed by the city government, so far as they are community activities.

After the declaration of war by the United States, the Commission coöperated to the fullest extent with all recognized local war agencies, and special problems of protection to munitions plants, housing, distribution of fuel and food, and other national problems, have received its earnest thought and fullest support.

#### SOME EVIDENCES OF SUPPORT

While testimony as to the measure of success of the Commission-Manager plan is replete throughout the

chapters which follow, there are yet other evidences of the high regard in which the operation of the plan is held by the citizens.

Among these may be mentioned the outright gift by a prominent and public-spirited citizen, Mr. Adam Schantz, of a 50-acre park, lying some distance outside the city, and more recently of another park strip in the city along the river front; also the opening of a privately owned country club to all citizens, the owner to stand any deficit in its operation during the summer months.

These are but instances. The vote to sustain the present form and the present body of commissioners, given in November, 1917, in view of the very great strain of economic uncertainty and social unrest, coupled with a strong anti-war and pro-German sentiment in the community, established definitely and unquestionably the prevailing sentiment of endorsement of the plan, work and results of the Commission.

Certain it is Dayton's citizenship gave the sign "Full Speed Ahead" for four more years, and the mass of citizens — laborers, merchants, professional men and manufacturers,— yes, and even the housewives,— will watch and wait and work that the politician may not return to his former lair, but that through obtaining a maximum of service for a minimum of expense, and when and where desired, Dayton shall prove that business sense and practice may be applied to obtain a successful city government.

## CHAPTER IV

### THE CITY MANAGER AT WORK

THE charter provides that the Commission shall appoint a city manager who shall be the administrative head of the municipal government and shall be responsible for the efficient administration of all departments. He is appointed without regard to his political beliefs and may or may not be a resident of the city of Dayton when appointed.

The charter does not fix his salary. The first Manager received a salary of \$12,500 per year, and the present official receives \$7,500.

The charter further provides that the Manager may be recalled by a vote of the people. The recall has never been tried in Dayton. The recall provision has been generally conceded to be an error since the Manager is solely an administrative officer engaged to carry out policies agreed upon by the Commission. Responsibility for his work should rest squarely upon the Commission. If the Manager is incompetent, the Commission has selected unwisely and can dismiss him. If measures are unpopular, the Commission which ordered them put into effect is responsible. At first the public in Dayton only imperfectly understood the line of demarcation between the duties of the Commissioners and those of the Manager and as a result they took most of their complaints, criticisms, advice and orders to the Manager regardless of whether questions of policy or of performance of service were involved. All matters of policy should be



COLONEL HENRY M. WAITE  
City Manager of Dayton, 1914-1918





taken up with the Commissioners. All matters of performance of service should be taken up first with the Manager.

#### DUTIES OF THE MANAGER

The duties of the City Manager are concisely set forth in the charter, which states that his duties and powers shall be:

- (a) To see that the laws and ordinances are enforced;
- (b) To appoint and, except as herein provided, remove all directors of departments and all subordinate officers and employees in the departments in both the classified and unclassified service; all appointments to be upon merit and fitness alone, and in the classified service all appointments and removals to be subject to the civil service provisions of this charter;
- (c) To exercise control over all departments and divisions created herein or that may be hereafter created by the Commission;
- (d) To attend all meetings of the Commission with the right to take part in the discussion but having no vote;
- (e) To recommend to the Commission for adoption such measures as he may deem necessary or expedient;
- (f) To keep the Commission fully advised as to the financial condition and needs of the city; and
- (g) To perform such other duties as may be prescribed by this charter or be required of him by ordinance or resolution of the Commission.

The charter further provides that the City Manager may without notice cause the affairs of any department or the conduct of any officer or employee to be examined.

#### CHOOSING THE MANAGER

In selecting a manager, the Commissioners considered first the men in Dayton whom they thought might possess

the requisite qualifications and the position was offered to several prominent local business men. None of these men was available. The position was offered to Colonel G. W. Goethals at a salary of \$25,000. While this offer was made in good faith, one of the elements involved in the incident was the advertising effect which such an offer would create throughout the United States. It afforded an excellent opportunity to advertise Dayton and her new city government and this was made the most of. Finally, Mr. Henry M. Waite, who was at that time city engineer of Cincinnati under Mayor Henry T. Hunt, was chosen.

Mr. Waite frankly took the position that he was entering a new profession concerning which he had many things to learn and he was quick to accept and use suggestions and ideas which came to him either from members of his own organization or from persons outside his own organization. This was one of his elements of strength. He possessed a keen insight into human nature and human problems and was in hearty sympathy and accord with the democratic impulses and desires of the citizens of Dayton. He was as deeply interested in the success of this new experiment in government as he was in his personal record.

#### BUILDING UP AN ORGANIZATION

The qualities of an executive are revealed in his ability to choose subordinates wisely. Mr. Waite soon showed his executive ability. For Service Director, he chose Mr. James E. Barlow, an engineer of many years' experience in municipal work for both the city government and the Bureau of Municipal Research, of Cincinnati. He also brought with him as Superintendent of Streets, Mr.

Harry P. Martin, who had been associated with him as Superintendent of Streets in Cincinnati. The other directors were all local men, but each one was selected because of his particular fitness for the position to be filled.

In making appointments to the civil service positions, the policy was adopted of always choosing the man at the head of the certified list and this plan was rigidly adhered to although the rules permit a selection from the entire list. A working agreement was entered into between the Manager and the Civil Service Commission which assured him practically absolute and final authority over the dismissal of employees from the service. During the years a number of men were dismissed, but in each case the action of the Manager was approved and sustained by the Civil Service Commission.

The charter makes it unnecessary for the Manager to secure the approval or confirmation of his appointments by the City Commission and the Commission wisely refrained from interfering with the prerogatives of the Manager in making appointments and dismissals.

#### STIMULATING AND CONTROLLING MEN

A successful manager must not only be able to select subordinates wisely but he must also be able to stimulate men to their best endeavors and at the same time keep all this human force and energy directed into the right channels of activity. By reason of his compelling personality which pervaded the organization the Manager was able to get the men in his organization to work with him. He frequently commented on the fact, however, that he was unable to get the same response from his men as he had been accustomed to in private business.



He placed some reliance upon reports and records of work performed but more reliance upon his knowledge of affairs gained through personal contact and observation. His ambition was to receive daily, weekly or monthly reports in condensed form from each bureau and department, preferably in the form of graphic charts, and considerable progress was made along this line although the reporting system was not complete for every bureau. Consolidated daily reports covering the activities of the police and fire department are received each morning; the activities of the service department are presented in the form of graphic charts monthly; as also the financial statements of the city.

#### THE MANAGER'S ROUTINE

A mass of details pour into the office of a City Manager, even more than those requiring the attention of the ordinary executive. Letters, reports, regular departmental procedure, and callers must be taken care of. About 12,000 persons talked with the Manager in 1915, on a wide range of subjects, and 10,000 in 1916. Frequent requests and invitations come to the Manager to speak before local organizations, and these are scheduled and complied with so far as possible. The Manager averaged three talks a week before various civic and improvement societies in 1915. During the first two years many out of town invitations to speak were accepted both by the Manager and his department heads, but later this policy was abandoned and but few such engagements are now made.

The charter requires that each purchase order shall be approved and countersigned by the City Manager or his deputy and every warrant shall be countersigned by the

Manager. It is doubtful whether the Manager should be compelled to approve documents of which he has no personal knowledge and he has little time to investigate the merits of the thousands of business transactions occurring. Such whims, however, invariably creep into a popularly conceived charter. This provision makes it necessary for the Manager to sign about 350 contracts, 7,500 purchase orders, 1,200 payrolls and 10,000 warrants each year. Much of this work is in actual practice performed by his secretary.

The regular meetings of the Commission each week are attended by the Manager, who takes an active part in all the proceedings and discussions, although he has no voting power. The Manager usually accompanies the Commission on a weekly inspection trip, to maintain a first hand knowledge of general conditions in the city and of improvements under way and contemplated.

#### STAFF CONFERENCES

Weekly staff conferences are held every Monday afternoon by the Manager and his department heads, for the discussion of matters of interest to the organization. These staff meetings constitute one of the main strengths of the City Manager form of government, and result in a unity of purpose and performance contributing substantially to its success in giving the public the services it desires. In addition to these, he holds almost daily sessions with department and division heads, and occasionally finds time to make departmental inspection trips. Every Monday afternoon, at a later hour, he holds a meeting with the Commission for the purpose of arranging the calendar for the meeting to be held the following Wednesday.

## PREPARING THE BUDGET

A most important task before the City Manager each year is the preparation of the budget, compiling the departmental estimates and submitting them to the Commission. Days and weeks are spent in conferences with the heads of departments and divisions before the budget is ready for final submission. All departmental requests are made on standard forms which show in parallel columns the expenditures for the year just past, and the requests for the ensuing year, for each item. This work is started on November 1st, as required by charter, and usually requires until February before satisfactorily settled.

Each year it is found necessary by the Manager to reduce the requests of departments in order that the total of estimated expenditures may not exceed the total of anticipated revenue of the city. In 1914, for instance, department requests were reduced \$45,000; in 1915, \$70,000, and 1916 about \$91,000.

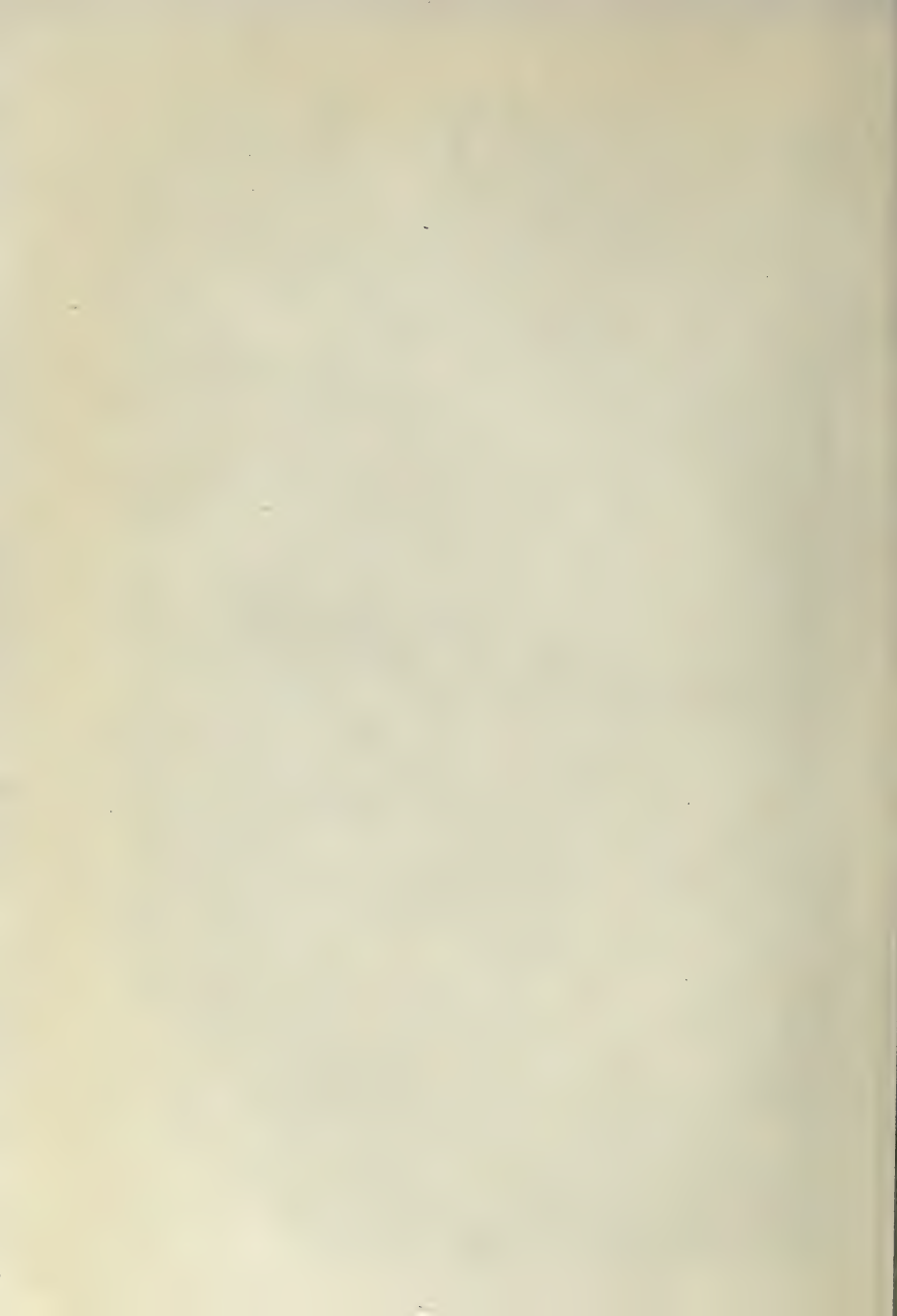
Later in the year, about July or August, after the taxes for the first half of the year are remitted by the County Treasurer, a revised estimate of revenue is drawn up, and based upon this figure budget hearings and conferences are again had by the Manager and the directors of the departments and such further cuts in appropriations are made as seem necessary in order to live within the revised estimate of revenues for the year. Thus the City Manager gives his primary and continuous attention to operating the city on a pay-as-you-go basis.





Awards for Prize Gardens Are Made at a Public Dinner, Given at the Close of the Season





## CIVIC COÖPERATION

Successful government depends upon the coöperation of the public if social ideals are to be realized, and results of permanent worth are to be attained. *It is more necessary that a city manager shall possess the power of stimulating, arousing and keeping interested the citizens in the city's problems and of enlisting their active co-operation and support than it is that he shall have a technical training which will enable him to pass judgment upon the intricate problems of construction.* City Manager Waite realized the necessity of maintaining the continuous interest of the citizenship and actively supported every plan which would afford a point of contact between the citizens and their government. The methods of promoting and sustaining this interest are many and varied.

Newspaper reporters are made to feel that they are welcome visitors at the Manager's office. Considerable time is spent with them in going over new plans or projects. The current mail in the desk trays in all offices is always open to the newspaper men.

The Manager's office acts as a complaint bureau. The complaints of citizens are received there, and referred to the proper department for investigation, and the results are always reported back to the citizen who is interested.

A Civic Music League was formed early in 1914. The organization has the cordial coöperation of all the musicians, both amateur and professional, and puts on a course of concerts through the community centers in the schools or public playgrounds. The musicians offer their services and give these small concerts, after which the audience are led in chorus singing. In some of these centers the attendance increased from only ten or a dozen

at first to 125 or 150 before the close of the season. A series of concerts by artists and singers of the highest national reputation is given each year, during the winter season, in Memorial Hall. Six concerts, and sometimes a post-seasonal one, are offered the public for \$3.50 for the entire course. Invariably the Hall is filled to capacity.

The Manager has devoted considerable time to the promotion of amateur sports. Manager Waite put the government behind the organization of the amateur baseball league and provided various ball diamonds. A baseball team was organized among city employees and the Manager offered a loving cup to the team winning the city championship.

The Manager has taken a great deal of interest in the social welfare work which is being done in the city. The work of the Visiting Nurses Association and the Tuberculosis Society was early coördinated with the activities of the Division of Health. The activities of the Playground and Garden Association were linked with those of the Division of Recreation. Wherever possible, citizen committees are appointed for the purpose of getting the people interested and active in solving the city's problems.

In 1915 a bond budget was submitted to the people, and the City Manager and other officials conducted an educational campaign for two months prior to the election, explaining the necessity for voting for the improvements necessitating the bonds. The newspapers and civic organizations approved and worked for the issues. The people manifested their endorsement of the administration's program by passing all nine bond issues, totaling \$1,053,000, by more than the required two-thirds majority.

During the winter of 1914-1915 Manager Waite forced through a waterworks extension program and financial provisions for it, and thus gave employment to hundreds of men who were unable to find other work. Married men with families to support reported for work with tears in their eyes, so grateful were they for the opportunity the city afforded them to provide food and fuel for those at home. Preference was given first to married men, and then to Americans, and by alternating days for the men to report over 2,200 men were carried on a part-time payroll, and were paid off daily.

During the coal shortage of the following winter, Manager Waite took into his own hands the distribution of what coal the city could obtain through every possible channel, and thousands of orders were placed by citizens, for limited amounts of coal provided they had not more than a three days' supply on hand. All the extra work which this entailed was handled by the purchasing division and the Manager himself.

The success of City Manager Waite in Dayton was due not so much to the fact that he is a trained engineer, as he used his engineering knowledge but little,—since he had trained engineers under him, and employed experts whenever occasion necessitated and justified,—but it was due to the fact that he appreciated and understood the public and was a master in the art of stimulating and controlling men. It was because he marched out with the baseball boys on opening day and pitched the first ball across; because he talked to small groups in various sections of the town on their pet hobby; because in his interviews with citizens who came to his office, he was able to send them away with a smile even though there may have been harsh words spoken in the conferences,



Colonel Waite left the position of City Manager at the peak of success. Conditions during the administration of Manager Barlow have been very unsettled; some departments are short-handed because of extensive enlistments for military service; revenues have proved insufficient for the needs of the city, due to rather complicated conditions arising through the state laws, and approach of prohibition. In the perplexing problem of finances, Manager Barlow has been a vigorous leader, seeking a state-wide solution for the difficulties confronting all Ohio cities. The term of the present Manager's service has been too limited to permit a conclusive appraisal. Indications are that the form of government provides the machinery for a continuance by all departments of the best service possible under the financial handicap.



The Manager's Corner at the Municipal Exhibit



A "Run" on the City Purchasing Office During the Coal Shortage



## CHAPTER V

### HUMANIZING CITY GOVERNMENT

ALL health and welfare work in the city of Dayton is combined in one department — the Department of Public Welfare. The broad powers and duties given the department by the charter made it at the time of its adoption unique among city departments of this nature. That such powers and duties were given is in large measure due to the influence of a few prominent citizens who had been doing much for general welfare in the city outside of the government.

The charter provides that, subject to the supervision and control of the City Manager in all matters, the Director of Public Welfare shall:

- (a) Manage all charitable, correctional and reformatory institutions and agencies belonging to the city;
- (b) Supervise the use of all recreational facilities of the city, including parks and playgrounds;
- (c) Have charge of the inspection and supervision of all public amusements and entertainments.
- (d) Enforce all laws, ordinances, and regulations relative to the preservation and promotion of the public health; the prevention and restriction of disease; the prevention, abatement and suppression of nuisances; and the sanitary inspection and supervision of the production, transportation, storage, and sale of food and foodstuffs;
- (e) Cause a complete and accurate system of vital statistics to be kept;
- (f) In time of epidemic, or threatened epidemic, he may enforce such quarantine and isolation regulations as are appropriate to the emergency;



- (g) Provide for the study of and research into causes of poverty, delinquency, crime and disease and other social problems in the community; and
- (h) By means of lectures and exhibits promote the education and understanding of the community in those matters which affect the public welfare.

A section of the charter is devoted to the duties of the Health Officer under the direction of the Director of Public Welfare.

To perform the duties set forth in the charter the department is organized in five divisions:

- Office of the Director
  - Contributions to charities
  - Bureau of legal aid
  - State-city free employment exchange
- Division of Health
- Division of Correction
- Division of Recreation
- Division of Parks

Dr. D. Frank Garland, the Director of the Department, states the purpose of the Department in the introduction to his annual report for 1916:

“The Department of Public Welfare is a community expression of the new conception of the duty of government to the people who create the government. The city government, being the common agency for securing the common good, is through this department seeking to render to the public such social services as the public in its individual capacity cannot provide. The government agency is the only agency within the city which represents 100 per cent. of all the souls within its bounds, and is the only organization which has the authority, the power and the means equal to meet the needs which must be met in the community, such as the promotion of health in the preven-

tion of disease, private employment, free legal aid, public recreation, outdoor relief, hospital service, and similar services."

For the past five years the city has been endeavoring to meet all these needs fully. As yet it has not fully accomplished its purpose. The lack of adequate finances — through no fault of the department or of the city government — prevents the complete carrying out of the program which the department is working on. In spite of its inability to finance all the welfare needs of the city, progress is being made in their coördination within the department. Through coöperation with private welfare agencies the department is securing the direction of activities even where it is not able to finance them completely. This is instanced in city nursing. All public health nursing is since 1914 under the Division of Health. The Visiting Nurses Association and the Tuberculosis Society, private organizations, have given the direction of their staffs to the Division. These organizations pay the salaries and the city provides quarters and supervision. Another instance is the case of the Playgrounds and Gardens Association, which gives a part of its funds to the Department to centralize all recreation work under the Division of Recreation.

#### DIVISION OF HEALTH

Of nothing has Dayton been more proud in its new government than of the development of its health work. Yet Dayton spent only 30 cents per capita on health in 1917, and 34 cents in 1916. This is an increase over 1911 of 13 cents and 17 cents respectively.

While this per capita expenditure is growing, yet it is small for a city of the size of Dayton. If Dayton has

accomplished health results it has done so with a relatively small expenditure of money.

The work of the health department of a few years ago consisted largely of more or less accurately keeping account of births and deaths, trying to quell epidemics whenever they occurred, fumigating a house after a contagious disease, and doing such a minimum of inspection work as the above duties demanded.

Gradually this idea of the functions of the health department has given way to the idea that a health department is a dynamic thing with a program of disease prevention as well as a recording agency. This conception has brought with it a vast extension of duties — including sanitary inspection, inspection of production and distribution of all kinds of foods, free laboratory service, free distribution of milk and ice during the heated season, extensive educational work along health lines, and free and widespread nursing and medical service. Health has become a community ideal.

### *A Program and a Policy*

The difference between public health work in Dayton under the old régime and under the new is just this difference between the old conception of health work and the new. Inspection work looking toward the prevention of disease had been begun but was not effective or efficient. A large part of the time and effort of the department was spent in trying to overcome epidemics. In 1912 it was necessary to issue bonds three times to fight epidemics. Food inspection, laboratory service, and preventive medical service were of little value as provided. The health officer was on part time; there were no medical inspectors; there were no city employed nurses, etc. The

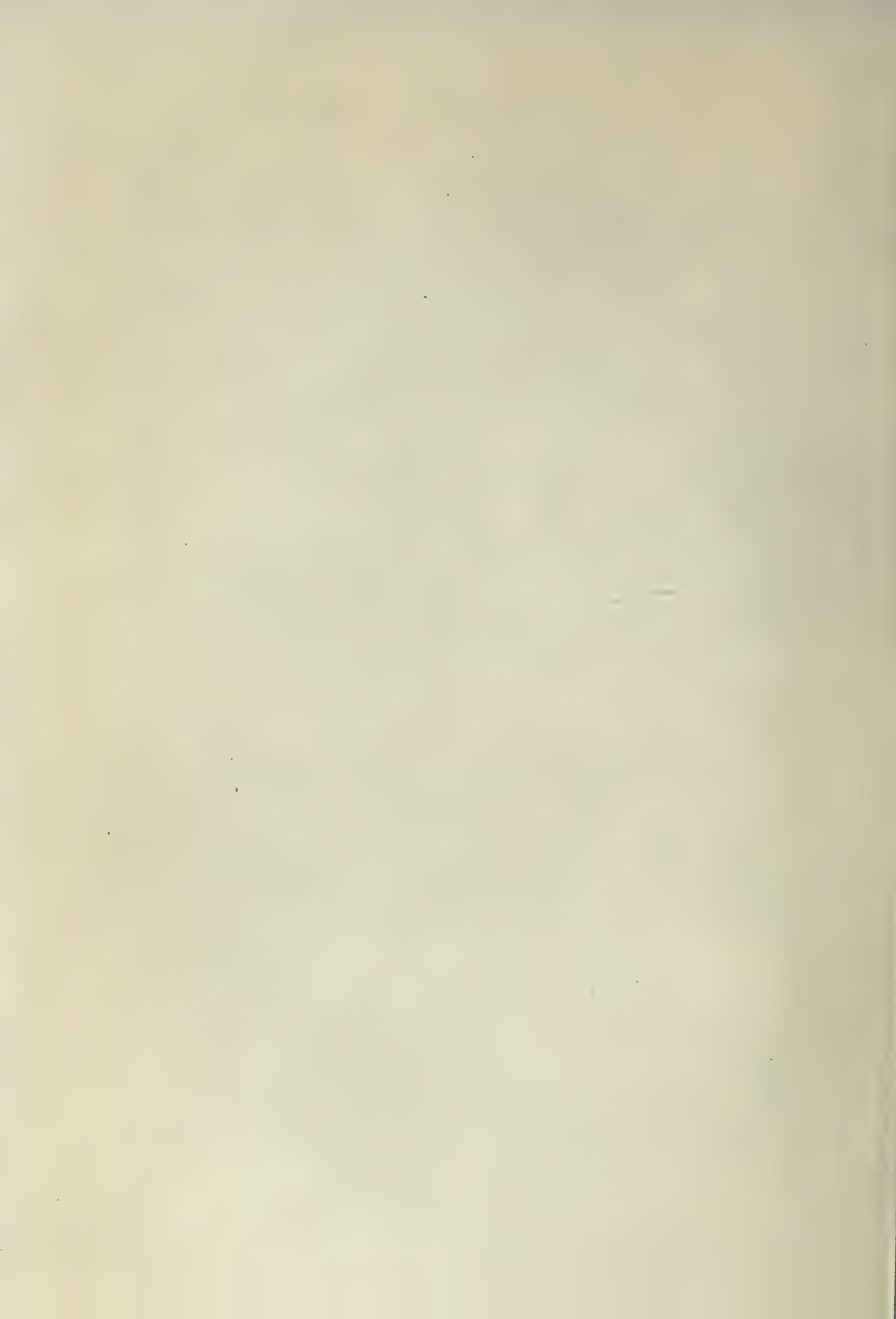


Hundreds of Young Mothers are Advised in Clinics



Free Milk is Distributed by the City at Several Stations





department as a whole lacked policy and program. In 1913 the Bureau of Municipal Research made a survey of the Department of Health and in conjunction with other bodies interested in public health and with the Board of Health outlined what was accepted as a progressive health program.

The Division of Health to-day has a program and a policy. Its program looks toward the elimination of unhealthful conditions in the city. Its policy aims to provide thorough inspection of all community conditions which have an effect on the health of the people. There is now better sanitary inspection, efficient though as yet incomplete food inspection, more adequate laboratory service, free nursing service, and free medical inspection. Educational campaigns are carried on, baby clinics and milk stations are maintained and general health instruction is given. Already the program prepared in 1913 has been far surpassed in nearly every respect.

### *Organization and Personnel*

The personnel of the Department of Health has been largely extended and improved. Taking two representative years — 1912 and 1916 — the comparison is as follows:

Mayor-Council Plan,—1912	City Manager Plan,—1916
Board of Health—5 members —no salary.	Division of Health—one health officer, full time—salary \$3600.
No medical inspectors.	Five district physicians, part time at \$500, and one epidemiologist, part time—\$1200.
No city nurses.	Four city nurses, full time at \$900, and two, part time; and supervision of 8 nurses paid by private charities organizations.

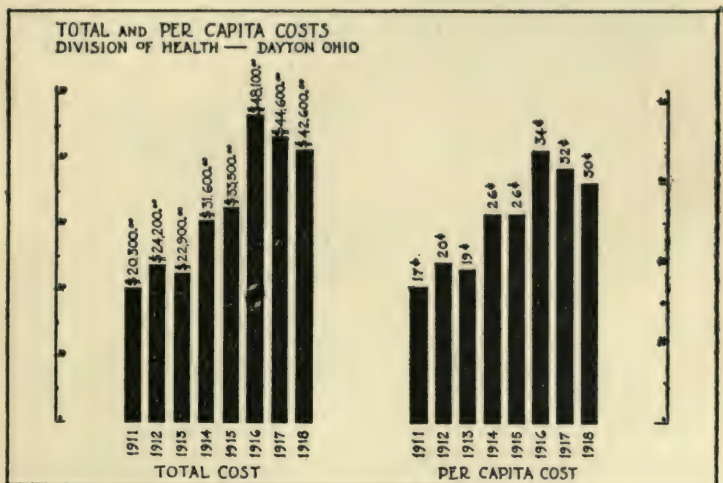
Mayor-Council Plan,— 1912	City Manager Plan,— 1916
One food inspector, part time — \$1200.	One food inspector, full time, \$1800.
One meat inspector — \$1200.	Two meat inspectors — \$900, \$1200.
One dairy inspector — \$1200.	Two dairy inspectors — \$900.
Five sanitary police — \$900.	One bakery inspector — \$1200.
One chemist and bacteriologist — \$1200.	Five sanitary officers — \$900.
One clerk — \$1500.	One chemist and bacteriologist — \$2000. One assistant chemist — \$480.
One stenographer — \$600.	One clerk — \$1200.
	Three stenographers — \$600.
	One record clerk — \$600.
	One telephone clerk — \$720.
	One quarantine hospital superintendent — \$600 and living expenses.

Since 1916 there have been some shifts in personnel, and increases in salaries.

The organization of the Health Department in 1912 was headed by a Board of Health of five members serving without pay. Under this Board was the health officer, who was in nominal charge of all the other employees, all of whom were more or less independent of each other. These employees, however, all submitted their reports directly to the Board of Health — when any reports at all were submitted. Plumbing inspection was included under the Board of Health, but is not considered here as it was transferred to the Division of Building Inspection in 1915. Under the old organization a total of 101 hours of daily service was received. The total yearly salaries were \$12,900. The total daily hours of service in 1916 were 220, and the payroll total \$28,800, excluding the eight nurses paid by the Visiting Nurses Association and Tuberculosis Society.

### Comparative Costs

The cost of the health division has increased materially within the past three years as compared with the preceding three years.



The figure for 1912 includes \$8,986 received from loans and bonds and used to fight the smallpox and diphtheria epidemics; the figure for 1918 includes \$4,750 in bonds for smallpox.

### Summary of the Accomplishments Since January 1, 1914

Lowered the death rate:

Year	Rate per 1000 population
1911	14.65
1912	14.80
1913	15.70 (flood year)



Year	Rate per 1000 population
1914	13.70
1915	13.01
1916	14.30
1917	14.7

These reduced death rate figures mean a saving of over 500 lives in the past four years, and were the first reductions in ten years.

Lowered the infant death rate:

Year	Deaths under 1 year per 1000 births
1911	124.6
1912	114.3
1913	124.0
1914	95.8
1915	87.6
1916	98.4
1917	97.6

This gradual reduction is due to the large amount of attention shown to prevention of unnecessary disease, care, milk, etc.

Increased the per capita expenditure for health work from 17 cents in 1911 to 30 cents in 1917.

Effected a centralized organization.

Appointed five district physicians and an epidemiologist.

Abolished fumigation and substituted adequate disinfection.

Appointed six full time city nurses and coördinated all public health nursing under the supervision of the Division of Health.

Secured a more nearly complete reporting of contagious and preventable diseases.

Established medical inspection of school children for contagious diseases.

Made daily examinations of city water.

Provided laboratory control over contagious diseases.

Increased the food inspection force.

Inaugurated scoring of dairies and milk plants.

Improved the average dairy score.

Extended bacterial examination of milk so that now a weekly bacterial record is secured of all milk delivered in the city.

Extended meat inspection.

Enforced ordinances and regulations relating to sanitation in markets.

Extended inspection to include groceries, meat markets, candy and confectionery stores, ice cream factories, hotels, restaurants, bakeries, commission houses and yards, etc.

In coöperation with the bureau of plumbing inspection eliminated over 7,000 dry vaults and cess pools.

Conducted educational health campaigns.

Conducted baby clinics and infant welfare exhibits.

Established free milk and free ice stations in coöperation with private firms.

Built a leprosorium.

Rebuilt the quarantine hospital.

In coöperation with other city departments cleaned up all the alleys in the city.

#### BUREAU OF MEDICAL INSPECTION

In the Bureau of Medical Inspection a complete comparison of old with new cannot be given because of lack of records prior to 1914. The cost of the Bureau is largely one of salaries. There are now a full time health officer, an epidemiologist, and five district physicians.

For 1911 there is a record of 83 cases examined by the medical inspector. For 1912 and 1913 no records exist.

Since 1914, 1915 and 1916 the work has been very extensive. In 1916, as a typical year, the report shows work as follows:

House calls .....	2,759
Office calls .....	815
Obstetrical cases .....	4
Police calls .....	233
Fire calls .....	21
Policemen attended .....	540
Firemen attended .....	661
Station house .....	87
Workhouse prisoners attended .....	1,739
Station house prisoners attended .....	67
Clinic Department .....	153
Patients attended .....	485
Milk station attendance .....	351
Patients .....	1,459
Vaccinations at Division .....	789
Dressings .....	52
Conferences at Division .....	14
Babies scored .....	91
Medical inspections .....	300
School inspections .....	1,264
School room inspections .....	99
Pupils inspected .....	233, 943
Miscellaneous inspections .....	10
Sanitary inspections .....	2
Epidemiologist calls .....	945

Between September 1, 1913, and January 1, 1914, three city nurses were appointed. Before that time there were no city nurses. Now there are six nurses paid by the city, in addition to the six nurses from the Visiting Nurses Association and two nurses from the Tuberculosis Society. In 1916 all nurses together made calls for nursing purposes amounting to a total of 57,777.

The city is divided into twelve districts for nursing services. All nurses do a general work within their own district, and are gradually increasing their instructional work with patients and mothers. There is one colored nurse and one visiting housekeeper. Below is a statement of the work done by the nurses:

General nursing calls .....	8,245
General instructions .....	2,636
Tuberculosis instruction .....	1,146
Baby nursing .....	2,901
Prenatal .....	575
Baby instruction .....	3,956
Infant welfare .....	3,236
Quarantine .....	13,512
School absentees .....	12,490
Miscellaneous .....	3,738
Nursing investigations .....	2,674
Tuberculosis .....	1,061
Miscellaneous quarantine .....	1,607
<b>Total Calls .....</b>	<b>57,777</b>

#### BUREAU OF FOOD INSPECTION

It is difficult to make an accurate comparison of the work done under the old administration with that of the new, because of the absence or incompleteness of records prior to 1914. The work of the food inspectors is considered in detail, as it is typical of the thorough work now being done and it also illustrates the excellences and weaknesses in the Division of Health.

#### *Inspection of Production and Distribution of Milk Products*

Dayton's milk is produced in approximately 750 dairies within a radius of 30 miles of the city. Milk from these dairies is sold to dealers who deliver the milk in the city.





These dealers, including every one who delivers milk in the city, number about 60.

The plants of all the retailers are scored by the Bureau of Food Inspection every month. The 750 dairies are scored from two to four times a year, depending upon their accessibility to the city and the amount of work placed upon the inspectors. Before July 1, 1913, neither dairies nor milk plants were scored; they were inspected occasionally and marked excellent, good, fair, poor or condemnable,— but no numerical score was given. The amount of work done was small. For 1911 no record exists as to work done. In 1912, 504 dairies were inspected and 270 re-inspected. One-half of the first inspections were rated as “good.”

Beginning July 1, 1913, a new chief food inspector took office. During his first half year of work 352 dairies were scored, only seven per cent. of which were considered as “sanitary.” These figures are indicative

not only of the increased amount of work done, but also of the rigid requirements in rating. It is no wonder that the baby death rate had been constantly over 100.

DAIRY AND MILK PLANT INSPECTIONS DIVISION OF HEALTH—DAYTON OHIO					
DAIRY INSPECTIONS		DAIRIES SCORED		AVERAGE SCORE	
1914	1940	1640		61.09	
1915	1100	960		62.32	
1916	2510	2170		61.64	
1917	2660	2160		64.31	
MILK PLANT INSPECTIONS		PLANTS SCORED		AVERAGE SCORE	
1914	310	170		76.2	
1915	520	270		81.67	
1916	590	410		83.5	
1917	770	380		85.0	
NOTE INCREASE IN NUMBER OF INSPECTIONS AND IMPROVEMENT IN SCORES					

Results of these inspections are reflected in cleaner dairies and better milk. Cleanliness of places and employees is given consideration, and although there is no law requiring medical examination of employees, coöperation between proprietors and the Division of Health has effected material improvement in these things.

### *Milk Tests*

Not only are production, distribution, inspection and scorings supervised, but the milk itself is inspected. Samples of milk from every milk plant are tested once each week, chemically, bacteriologically, and with a sediment test. This milk is bought from the delivery wagons, and selected by the inspectors themselves. Milk from the dairies is tested less often, but as frequently as possible. Milk as sold in the grocery stores, etc., is not

often tested since such milk is sold only in the original bottles purchased from the retailers.

Previously to 1914 bacteriological tests were infrequent. Milk was to some extent tested chemically. For 1911 no record exists, and in 1912 of 42 bacteriological tests for which the records exist only two show a count below the legal maximum of 500,000 bacteria per c.c. 310 samples were tested chemically,—17 of these were found watered and 6 skimmed. In November and December, 1913, 76 counts were made, with 44, or 58 per cent., under the legal maximum of 500,000.

During the first half of 1917, 75 per cent. of all milk delivered contained less than 500,000 bacteria per c.c. and 25 per cent. contained more. 36 per cent. of all milk delivered contained less than 100,000. The following is a complete record of the milk inspection service:

	1912	1913	1914	1915	1916
Dairies inspected .....	774	494	1,939	1,100	2,509
Dairies scored .....			1,638	964	2,166
Average score .....			61.09	62.32	61.64
Cows inspected .....			15,188	10,232	20,718
Dairies discontinued .....			110	140	183
Dairies excluded .....			18	16	44
Milk samples collected ...			1,836	1,626	1,059
Prosecutions .....			10	16	43
Convictions .....			7	16	43
Milk plants inspected ....	444	195	309	518	592
Milk plants scored .....			172	273	412
Average score .....			76.21	81.67	83.5
Improvements ordered ...	543	65	917	390	1,631
Orders complied with ....	229	32	302	450	842

The work in milk inspection was not nearly so thorough as it should have been until 1918. The bacteriological count was always too high. The main difficulty had been that there was a lack of proper authority and power

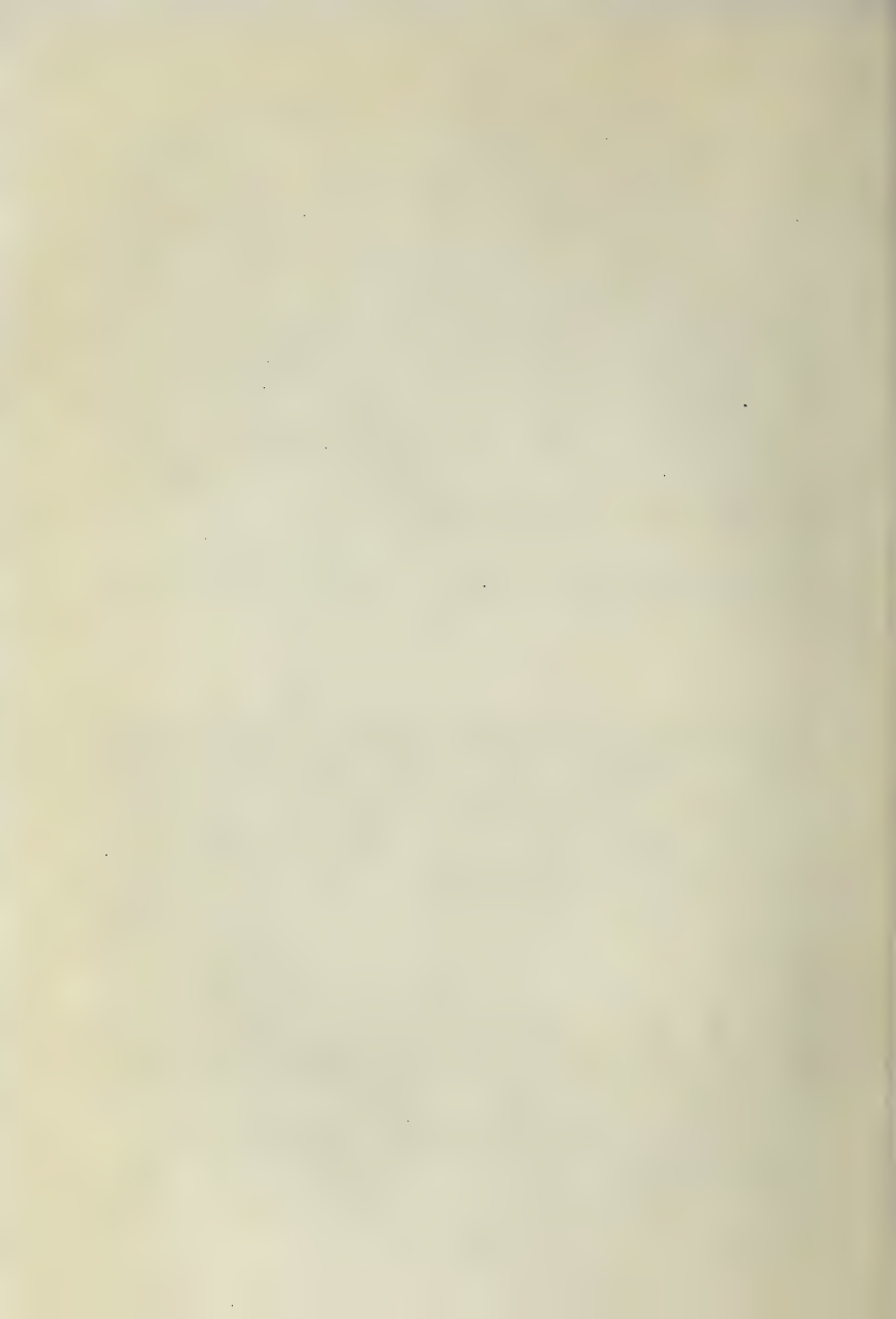


A Lecture and Demonstration in Food Values  
A Scene at the Municipal Exhibit



A Clean Dairy Means Pure Milk  
Teaching the Taxpayers to Demand the Best in Milk and Its  
Products





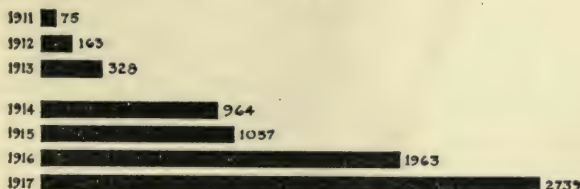
behind the head of the Division until 1918, when a pasteurization ordinance was passed by the City Commission, limiting the bacterial count to 60,000 c.c. There was an old ordinance providing that the maximum bacterial count should not be over 500,000, but it was declared by the City Attorney to be so faulty as to be unenforceable, and the administration failed to provide the Division with the necessary authority.

### *Meat Inspection*

The meat inspection service of the Bureau of Food Inspection is a large improvement over the inspection under the old administration. In 1911 and 1912 an incomplete record exists of the work done and for 1913 there is a record for only the last four months.

There are about 30 slaughter houses in Dayton. Effort is made to inspect all these and all animals killed in them. As yet, however, this is not completely done. In 1916 not over 25 per cent. of the meat supplied by Dayton slaughter houses was inspected. The chart shows the record of abattoir inspections for the past seven years.

NUMBER OF ABATTOIR INSPECTIONS  
DIVISION OF HEALTH—DAYTON OHIO



The Division of Health has been recommending for some time that a central abattoir (either municipal or

private) be established where all killing may be done. This is recommended to make it reasonably possible to inspect all meat killed in the city. The alternative is to have an inspection force large enough to inspect thoroughly at the numerous slaughter houses.

Not only is it impossible with the limited force to inspect all meat killed, but the Division has no authority to order butchers to notify them when killing is to be done, or to require it to be done at any time. Much remains to be done in regard to meat inspection. All that can be said is that it has been improved very materially over what was done under the old administration.

### *Inspection of Other Food Establishments*

There was practically no inspection of food other than meat and milk, or of food establishments other than dairies and slaughter houses prior to 1914. In 1911, so far as can be determined (no record exists other than minutes of the old Board of Health), there were 1,188 market inspections; 2,674 inspections of hucksters' stands; 80 inspections of fish dealers — these inspections were casual inspections made by passing from one to another. For instance, a large proportion of the market inspections were made within one month. In addition there are recorded 1,409 inspections of meat shops, fruit stores, groceries, bakeries, restaurants, etc.

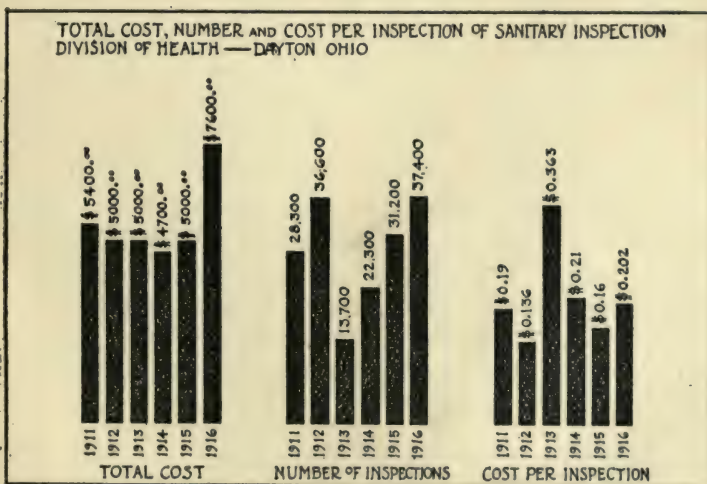
For 1912 no records exist of any such inspections. For the last four months of 1913 there are reported 228 market inspections, 32 inspections of fish dealers' stands, and 823 inspections of meat shops, fruit stores, etc.

This work has been very largely extended in the past four years. There are now inspections of bakeries, curb and central markets, private markets, commission yards,

commission houses, cold storage cars, poultry and fish markets, eating houses, groceries, meat markets, ice cream factories, confectionery and candy factories, and miscellaneous food establishments. The total of such inspections in 1915 was 12,300; and 10,900 in 1916. These figures represent work that is all new, and which is in addition to the increased activities in other branches of food inspection.

## BUREAU OF SANITATION

In the Bureau of Sanitation the work done as shown by the records has not increased so noticeably as in the other bureaus. The chart indicates the extent and cost of this service.



The main difference comes not in the number of inspections made but in the results of the inspections. Reinspections now made are more numerous and the number



of compliances with orders is greater. Alleys and vacant lots are now clean; dry vaults are rapidly being eliminated, and insanitary conditions in general being done away with. The large number of inspections under the old administration did not seem to accomplish results.

#### CITY LABORATORY

The city laboratory has been made into a complete bureau and the amount of work has been enormously increased. This increase really began in 1913 but has since been made more complete and more effective. The record for the six years is as follows:

Year	Number of Tests, etc.
1911	1,230
1912	739
1913	6,052
1914	6,800
1915	7,879
1916	10,709
1917	22,600

The laboratory now makes daily tests of city water, and makes thousands of examinations of throat swabs, tests milk, food, wellwater, etc., and acts as a real aid in efficient health work. The increase in number of examinations in 1917 was made possible by providing a second assistant. The record of work for 1916 shows the wide range of its activities:

Diphtheria culture examinations .....	6663
Milk examinations—chemical .....	948
Milk examinations—bacteriological .....	879
Food products .....	275
Gonococci examinations .....	63
Water analysis .....	880

Tuberculosis .....	252
Urinalysis examinations .....	175
Fumigations .....	53
Malaria .....	4
Inspections .....	22
Widal examinations .....	44
Special examinations .....	345
Police court .....	9
Wassermann tests .....	11
Autogenous vaccine .....	3
Animal inoculations .....	3
Rabies .....	9
Blood count .....	5
Miscellaneous .....	66

#### RESIGNATION OF THE HEALTH OFFICER

On December 27, 1917, Dr. A. L. Light, who had been health officer since the organization of the new government, resigned. He had incurred the enmity of some of the leaders supporting the three non-partisan candidates who were running for reelection, and these leaders had demanded the dethronement of this official on the grounds that he was unpopular and "tactless."

The demands of the campaign leaders were carried from their headquarters to the City Hall, where City Manager Waite vigorously opposed the attempted interference in the administration of city affairs by any group of outsiders, even for political expediency. More than one violently stormy session resulted, Manager Waite offering his own resignation first. It was a crisis, for the true power of a city manager was put on severe trial. In this case, the official whose record had been assailed relieved the situation by volunteering his resignation—a political sacrifice.

On this subject, there is a wide difference of opinion even to-day. However, the records of the division prove the effectiveness of an honest official's administration,

and history records the reasons for individual opposition to the health officer because he dared fearlessly ("tactlessly") enforce the existing ordinances, and refused to waive them in special cases affecting men of wealth and influence.

As instances,—the health officer once took the City Manager to inspect an extremely unsanitary tenement managed by a political leader. A clean-up of the premises was ordered by the city officials,—and the clean-up cost money. Before this action was complied with the local improvement association had censured the health official for the delay. Another leader, a large retail grocer, was required to protect his candies, vegetables and meats with sanitary showcases,—and showcases cost money. A woman prominent in welfare work in the city was arrested for failure to comply with an order of the Division to abandon a vault, after repeated requests for three years, and after she had promised to remedy the condition. Another wealthy woman was arrested for a similar cause, refusing to connect with the sanitary sewer about 20 houses in the same section of the city.

About this time — just prior to the primary election of 1917,—an outbreak of smallpox occurred in Dayton and surrounding country. A number of cases were wrongly diagnosed by the epidemiologist of the Division as being chickenpox, and upon examination by the health officer were found to be smallpox. The State Board of Health Epidemiologist confirmed the latter's diagnosis.

Due to exposures from these cases and on street cars, a conference was held of the heads of several large business houses and industrial concerns. The meeting was sanctioned by the head of the Department and the City Manager, and the latter presided at the meeting. Fig-

ures from neighboring health officers, stating the numbers of cases of smallpox, were presented, and the consensus of opinion of those present was that vaccination should be ordered. Later, during the primary campaign, the figures given at this meeting were questioned, although most of them were confirmed by telegrams previously received from the health officers of the towns. In one case, the State Epidemiologist had made an error. The enforcement of the vaccination order caused much ill feeling among both employers and employed, including non-partisan leaders in the primary and final elections.

In another case, a member of the citizens' organization who was attorney for a street railway company, vigorously opposed the health officer because the vaccination order was enforced against that company's employees,—as it was for all street railway employees. This attorney also was a representative of the owners of the "Hungarian Colony," and felt that the health officer was arbitrary and unreasonable because he ordered the abatement of an extremely unsanitary and dangerous nuisance, in shape of about 20 open vaults, in that colony.

As a result of these and other circumstances, many of which happened to occur about election time, 1917, an influential group in civic affairs concluded that the official would cost the Commission candidates for reelection about "1,500 votes," and threatened to withdraw their financial support unless his resignation or dismissal was at once demanded.

That the arbitrary demands of this group of citizens for the discharge of the official were not popularly supported, was attested by a petition, signed by nearly 80 of the leading physicians of the city, presented to the City Commission, when rumors of the action demanded



of the Commission were made public. This petition asked his retention, on the ground that he had raised health work to a higher plane than ever before, was fearless and impartial, and to remove him would be unjust and lower the standard of future health work in the city. Over forty physicians also appeared before the Commission in protest. The expressed sentiment of that gathering of medical men, through their practice conversant with the health conditions throughout the city, was that any health officer who would rigidly enforce the necessary health laws and compel needed sanitary improvements to be made, uniformly for all classes of citizens, must be fearless, honest, and even "tactless" at times. It was asserted that no physician in Dayton could with honor to the profession take the position of health officer if the incumbent was forced out. But the resignation of the health officer was accepted, though clothed in terms that were never given to the newspapers. The epidemiologist was named to the position. Sometimes the "tact" of a public official is to be measured by the honesty of the administration.

✓ However, the fate of this official is not unique in the history of municipalities. The case is given detailed consideration here because one of the problems to be solved in the government of our American cities is whether we shall have at times a sham and shadow government, by a wealthy and influential few, or at all times a dependable and daylight government by the great majority. Is government by privilege to be preferred to government by politics?

THINGS REMAINING TO BE DONE IN THE HEALTH  
PROGRAM

The program outlined by the health officer in 1913 has been far surpassed in every respect, but some things remain yet to be acted upon. Following are some of the things this official desired to accomplish, but for which there was not sufficient money and support:

Comparative tabulation month by month of birth, death and morbidity statistics, showing totals.

Spot maps showing the location of contagious diseases, current and by years, and their relation to sanitary conditions.

Organization of infant welfare groups, utilizing volunteer women.

Preparation of quarantine regulations.

Continuous publicity on disease prevention, fumigation, etc.

Codification of the laws relating to health, sanitation, etc.

Pasteurization of milk for general use.

Junior sanitary police force organization.

General consultation and reference clinics.

Preparation of diet lists, clothing lists, etc., for babies.

Conferences with dairymen and other food producers and dealers, with lectures by experts.

Organization of Bureau of Medical Service into a lecture bureau, and opportunities sought for lectures on prevention, etc.

Relief of Division from work in connection with enforcement of weed ordinance.

Sufficient force to follow up complaints of violations of laws governing sanitation, quarantine, etc.

## DIVISION OF CORRECTION

In line with the development of better methods of handling the welfare problems of the city is the advanced practice in the correctional work of the department of welfare and the method of handling the city's prisoners. Correction theory and correction methods have progressed far within the past decade and Dayton is keeping pace with the new ideas. Correction has a larger meaning than mere punishment for offenses against the state. Punishment is almost secondary now — correction, mentally and physically, of the unfortunates consigned to the workhouse is the aim.

Before July 1, 1914, Dayton had a contract with a Cincinnati firm which provided that prisoners to the number of not less than 45 if that many were in the workhouse, and not more than 100, should work on the making of wire brushes, mouse traps, waste baskets, etc. For this service the firm paid the city 30 cents a day (later 35 cents) for each prisoner. The men worked nine and one-half hours a day. No other occupation than this was provided and when the number in the workhouse exceeded 100 the balance were forced to remain idle. Inmates often were not fitted for the factory work, but since nothing else was available they were forced to do the work anyway. A dungeon was kept in which prisoners were put as punishment. Treatment was without consideration for the physical care of the inmates. The prisoners were wretchedly clothed in ragged clothes and shoes; the food was coarse, and poorly prepared in large tin buckets and cans and under very unwholesome sanitary conditions.

All this was changed, and radically, on January 1,



A Scene in the Old Workhouse  
Designed for Neither Physical, Mental Nor Moral Correction



One of the Correction Gardens

Workhouse Prisoners are Helped Physically and Morally, as well as Lower the Cost of their Keep, by Gardening on Waste Tracts along the River and on the New Farm





1914, and the human element was recognized for the first time. On July 1, the contract system was abolished, and prisoners were put at work for which they were more generally fitted and which was more beneficial than the confining work of the factory. They were sent out on various kinds of city work,—work of such nature that it would have otherwise remained undone,—such as cleaning streets and alleys, working in the parks, cutting weeds from the river bottom and levees, making and caring for a workhouse garden, the produce of which was used by the workhouse kitchens.

The labor performed by the workhouse prisoners in 1916 was equal to 16,900 days for other city departments and city charities, and 8,000 days as janitors, in the workshop, kitchens, tailor shop and laundry within the workhouse. The women prisoners make shirts for the prisoners, mend clothes and do their own laundry work. The Division is not reimbursed for any labor rendered to outside departments, though such plan would be a reasonable one, to assist in paying the cost of keep.

Since 1914 other improvements in the treatment of prisoners have gone on apace. The use of the dungeon has been abolished, corporal punishment is not allowed, prisoners are allowed to talk at meals, trustees are detailed as janitors in city buildings. A merit system is being worked out which is doing away with all forms of punishment. Prisoners may write to or see the superintendent at any time to make complaints or to talk with him about their affairs.

### *Parole System*

Efforts are made to give the prisoners opportunity to rehabilitate themselves while serving their terms in the

workhouse. An example of this is the system whereby prisoners with dependents or with obligations are secured positions in outside work. They leave the workhouse each morning and report each night. Their wages are turned over to the superintendent of the division. In 1917, 59 men were at different times allowed this privilege. Of these only five escaped and three of these were caught and returned. Over \$3,000 was handled by the superintendent for these men as their earnings; \$1,150 of this was given to their families. The remainder was spent for clothing, meals while away from the workhouse, debts, or turned over to the prisoners. Prisoners are at times also allowed other minor liberties.

### *Workhouse vs. Correction Farm*

Dayton has inherited from past generations an old workhouse, owned by the County. This building was erected about 1840, and normally accommodates from sixty to seventy prisoners. It was in this workhouse that prisoners were confined at all times under administrations prior to 1914, except for those who during the day time went to the factory to work. The workhouse was poorly kept, dirty and insanitary. This building is still in use and is much overcrowded. At times as many as 200 or more prisoners are kept in it. On January 1, 1917, there were 172 prisoners; one year later there were 117, and over 1,300 prisoners had come and gone during the year.

The Department of Welfare quickly realized the inadequacy of this building as well as its poor adaptation for methods of modern correction. To remedy the situation a farm was purchased in 1916. This farm consists of 107 acres on the outskirts of the city and was purchased at a cost of \$15,500. On this farm are being

erected modern buildings in which to house all prisoners. In addition there will be all the necessary farm buildings and other buildings for all purposes. Up to January 1, 1918, over \$100,000 had been spent in the purchase of the farm, materials for construction, machinery, live stock, and other equipment. All the work of erecting the buildings, caring for the farm, quarrying rock — from a quarry on the farm,— digging sand — from a pit on the farm,— and hauling materials, is done by the workhouse prisoners. It is hoped to have the buildings completed sometime in 1919.

An adjoining farm of 150 acres is rented for additional agricultural purposes, on a share basis. The estimated total cost of the new correctional institution is \$150,000, to be paid for by bond issues. The attitude of the prisoners toward the entire project and in working on it is one of enthusiasm.

The cost of feeding prisoners at the workhouse is figured without the value of the produce used from the workhouse gardens and farm. In 1916 this cost was 4.5 cents per prisoner per meal, and 161,000 meals were served. In 1917, 134,300 meals were furnished, and the cost rose to 5.8 cents. This compares with former costs of 14 to 16 cents per meal.

Thus, briefly, are told the results of the City Manager administration in the care of its unfortunate and delinquent class.

### *Municipal Lodging House*

A municipal lodging house was established in the winter of 1914-1915. In 1916 labor conditions were good and the need fell off. This combined with the fact that the room was needed to house prisoners caused its aban-



donment. In order to discourage loiterers from coming to Dayton the plan was adopted of requiring each lodger to take a bath and do half a day's work on the streets in return for bed and breakfast. This plan was found to be very effective in keeping "bums" out of Dayton. Attendance fell off, and the number is smaller than surrounding smaller towns.

#### DIVISION OF RECREATION

Recreation work in the city of Dayton is dynamic but inadequate. This is perhaps equivalent to saying that funds are lacking to carry out a program such as the Division has prepared. It means that the Division works hard and effectively but that facilities such as playgrounds, parks, fields and buildings are lacking in sufficient numbers and extent to provide adequately for the recreation needs of the city.

The Division concerns itself with the organized activities carried on in the parks and playgrounds of the city. Upkeep of these grounds rests with the Division of Parks, but the advisability of combining the two divisions under one head is worthy of consideration.

The absence of records of playground work prior to 1914 makes comparisons difficult. There were a few playgrounds, but practically no organized recreation work. A summary of the work done during the year 1917 will best show the growth in the work since the installation of the present government.

Beginning in 1914 with only the operation of 18 playgrounds, the work of the Division of Recreation had extended in 1917 to six main summer activities:



“Safe at Home”—  
And Equally Safe on the City’s Playgrounds



The Flag Drill  
At the Play Festival which Closes the Recreation Year

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Playgrounds  
Park Activities  
Camps  
Baseball  
Gardens  
Country Club

### *Playgrounds*

Owing to the inability of the city properly to finance playground and garden work there has been organized in Dayton for the past several years a private charitable organization called the "Playgrounds and Gardens Association." For several years this organization financed and operated playgrounds and directed public garden work. These distinctly public welfare activities are now all under the direction of the Division of Recreation but to some extent the playgrounds and gardens are still financed by the Association.

In 1917 the Division operated 21 playgrounds, of which 12 were financed by the Playgrounds and Gardens Association. Preceding the opening of the playgrounds a playground course was conducted in which 61 candidates for positions were enrolled. Playground directors were selected from these through civil service examinations. Of the 21 playgrounds 14 were located on vacant lots loaned by the owners for the purpose, and seven in public parks. This policy of using vacant lots provides the city with playgrounds which it otherwise could not have, but is unsatisfactory to the extent that it prevents the permanent development of these playgrounds. It has been found that the permanently equipped grounds have a much better attendance than those equipped only so far



as is possible on temporary grounds. The playground season ends each year with a play festival in which children from all playgrounds in the city participate.

Attendance at the playgrounds is increasing rapidly. For the past three years it has been :

1915.....	150,600
1916.....	192,000
1917.....	209,400

### *Park Activities*

Park activities include, in addition to playgrounds, dancing, band concerts, baseball, child games, bathing, boating, camp-facilities, etc. The attendance is good, varying with accessibility of the parks. In 1917 the bathing and boating activities were not prominent, since at only one park are there bathing facilities and these were not available because the dam was washed out.

### *Camps*

The division has charge of 15 camps, 9 of which are located in private parks but are open to the public. All permits for the use of these camps are issued by the Division. During the summer 960 groups with a total of 25,000 persons used the camps. These camps are provided with shelters, fireplaces, cooking utensils, dishes, etc., free of charge.

### *Baseball*

The City Manager in 1917 formed the Dayton Amateur Baseball Commission. This commission operated under the Division of Recreation and the secretary was employed by the Division. It operated during the summer 9 leagues with a total of 96 teams; 1,096 players

comprised the teams and 385 games were played. In addition permits were issued for 113 independent games played on the Division's field. A Junior Baseball League of 10 teams was conducted in 1918.

### *Gardens*

The garden work is one of the most important undertaken by the Division. For the first time in 1917 all garden work in the city was brought together under city control. Because of the shortage in funds in all city activities it was impossible to finance all the garden projects, so the Playgrounds and Gardens Association turned over \$2,500 to the Division. In addition an interested private citizen agreed to cover any deficit up to \$2,000, and further, the Board of Education financed and supervised the school gardens.

Under this plan the city employed 10 garden inspectors and every garden was inspected and graded every two weeks. One vacant lot was plowed, free of charge, for each family making application.

In 1917, 2,160 vacant lots were plowed as against 950 in 1916. It is estimated that the products raised had a market value of \$37,100.

Another phase of garden activity is the backyard gardens. These are for children only. Seeds are sold to the children for one cent a package, 73,000 being sold in 1917. These gardens are also inspected by the garden inspectors and the children are given advice as to cultivation, successive cropping, etc. In 1917, there were 2,900 backyard gardens as against 1,740 in 1916. The estimated value of the products was \$16,700. 118 children exhibited products at the county fair. The City Market Board offers free space to children wishing to sell their

produce, but it is found that very little is brought to the market for sale. The garden season is brought to a close by a Garden picnic. This was attended in 1917 by nearly 4,000 children. All expenses of this were paid by the Division through funds given by private individuals.

In addition to these two types of gardens there are what are termed "Boys' and Girls' Gardens." These are provided for through a private fund, but during the year 1917 they were operated through the Division of Recreation. 80 boys and 40 girls were each given a tract which they worked under the direction of an expert gardener. In addition all children worked in the "coöperative garden." The produce of each individual garden belongs to the child working the garden, to be sold or used as he desires. The produce of the coöperative garden is sold and the returns distributed among the 120 children. The total value of the produce raised was \$3,600.

In all there were 5,190 gardens supervised by the Division. The total value of the produce was \$57,500.

### *Country Club*

For some years the National Cash Register Company has operated a country club for the benefit of its employees. This club offers golf, tennis, baseball, dancing and other amusements. It is about two miles south of the city and easily accessible by a car line. In the spring of 1917 this club was turned over to the city to be operated for the benefit of all the people of the city, and the donor agreed to make up any deficit up to \$4,000. Ownership of the property was given to the city the next year.

The country club experiment was not as great a success the first summer as was hoped for. The failure was

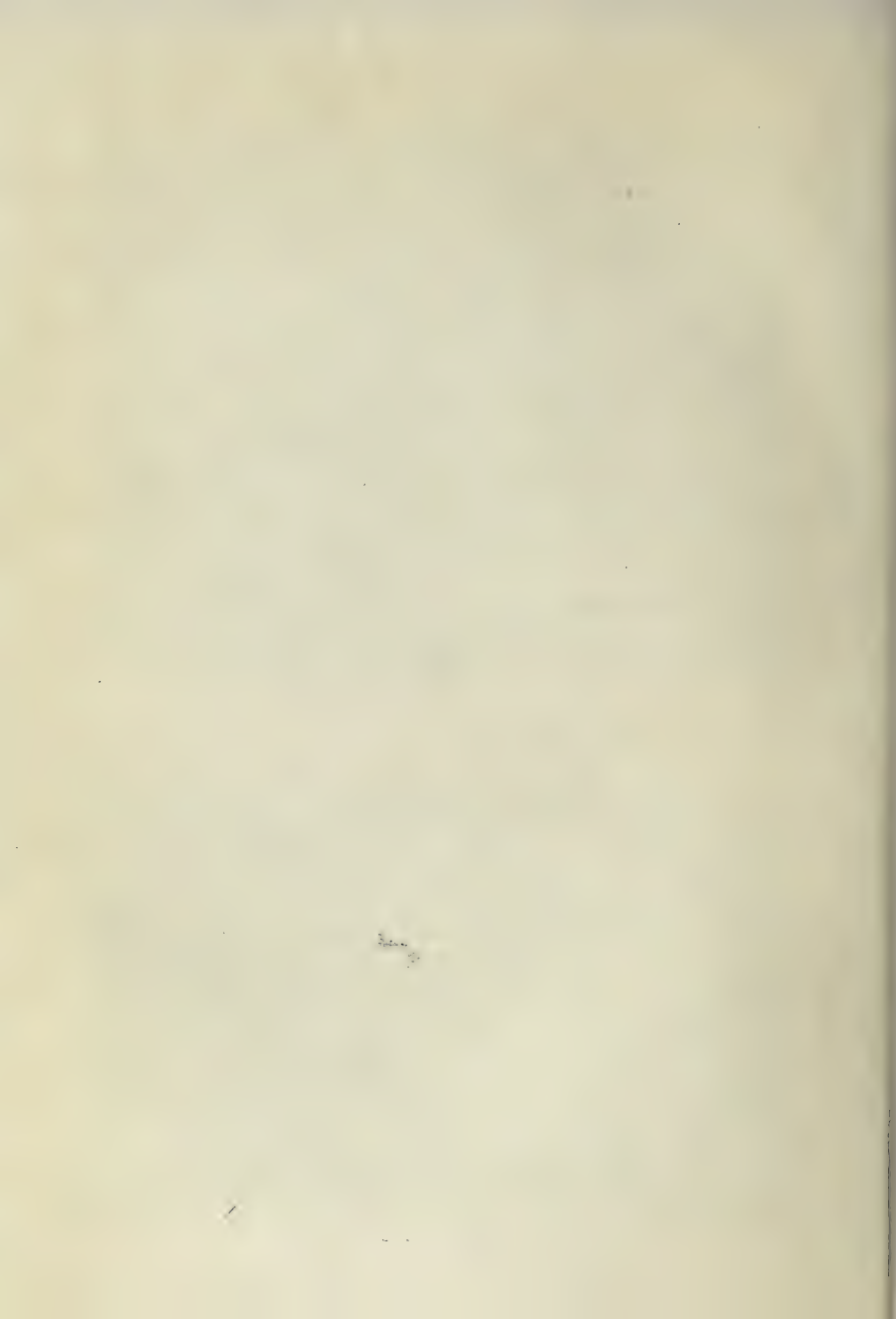


The Old —



vs. The New  
Recreation is Only Supervised Play





chiefly in attendance. Since attendance is one of the chief measures of the success of a recreation center this is important. The reasons for the small attendance are several. First, is perhaps the newness of the idea of a country club for all the people. Second, is the fact of a charge for admission. This charge took the form of a membership fee varying from 50 cents to \$5. In lieu of this an admission fee was charged with fees for various activities as golf and tennis. The admission fee of ten cents a person, plus ten cents carfare, is an item worth consideration to many people, especially family groups. The deficit for the year 1916 was \$4,100, all of which the owners of the club paid, as also a small deficit in 1917.

### *Winter Program*

In addition to this summer program there is a distinctly winter program. Attention is given to community centers, gymnasium, dancing, lectures, etc. Two community centers are operated all year around, and afford a wide winter recreational program.

### DIVISION OF PARKS

The work of the Division has consisted largely of the upkeep, improvement and extension of parks and playgrounds. The work of improvement has continued and expanded during the past four years, and over \$16,000 is expended annually by the Division.

In 1911, a report on the Dayton parks by Olmsted Brothers, Brookline, Massachusetts, showed that there were only 19.6 acres of publicly owned parks, or one acre for 5,950 people. There are now available to the public 541 acres of city owned parks, or an addition of 521 acres

through gift or purchase. There is now one acre for each 278 persons. There are also now open to the public 1,465 acres of privately owned parks. Even now, however, Dayton is only fairly well equipped with publicly owned parks and open areas, as most of the additions are outlying.

A municipal greenhouse was built by the Division out of scrap material gathered from various city departments. This greenhouse supplies flowers and plants for all city purposes for which they are needed. In 1917 it carried 35,000 plants with a sale value of \$2,200, which were used by the visiting nurses and for bridge and park decorations. It also furnished 20,000 each of cabbage and tomato plants free to the children's gardens. The entire cost of the greenhouse was about the same as the city spent in a year for plants previously.

In 1917 the newly appointed forester trimmed 2,750 publicly and privately owned trees along streets and in parks, planted 200, and sprayed over 1,000.

#### OFFICE OF THE DIRECTOR

##### *Public Aid in Charities*

In outdoor relief, city funds are turned over to the Associated Charities to be expended by them as their other funds are spent. This provides centralization of outdoor relief but outside the city's offices. The city, however, maintains a general supervision of the expenditure of the funds and the Director of the Welfare Department is a member of the Board of Trustees of the Associated Charities.

In 1916, \$3,000 of the city's money was expended by the Associated Charities, for the following orders:

1178 grocery orders, to 401 families .....	\$2150
233 coal orders, to 189 families .....	550
207 orders for shoes, clothes, etc. ....	300
	<hr/>
	\$3000

In addition to this expenditure of \$3,000 of city funds the Associated Charities spent from private contributions \$15,000.

The City of Dayton assists toward the maintenance of a home for delinquent women,—the Door of Hope. For the past several years the city's contribution has been \$2,000.

The City of Dayton owns no hospitals. There are two large hospitals in the city — the Miami Valley Hospital and the St. Elizabeth Hospital. To each of these the city appropriates a sum considered sufficient to pay for the care of all public patients. For the years 1915, 1916 and 1917 the appropriations were \$27,000, \$27,000, and \$30,000 to each hospital.

The question of the proper payment by the city for the care of public patients in these hospitals has been the subject of controversy for several years. The Directors of the Miami Valley Hospital have long maintained that the amount is far below the actual cost of caring for the public patients. The city maintains that the hospital has not proven its case in making further requests. Several attempts to arrive at the basis for determining the amount of the city's obligation have been made, but they have not been thorough enough to arrive at any conclusion. The question comes up every year at budget time and will never be settled until a complete study is made defining first a "public patient," then determining whether all patients now termed public are really public,



and a per diem patient cost for the year. This involves consideration as to whether the management of the hospital is efficient and economical, whether the accounting system makes proper distinction between various classes of patients, and, in fact, a host of other questions which arise in determining a municipality's relation to a quasi-public institution.

The appropriation to Miami Valley Hospital was increased in 1918 to \$40,000, with an agreement that a hospital investigator, at a salary of \$1,200, should be appointed to work under the direction of the Director of Welfare. As a result of her work, about \$3,000 was reported to the hospitals as properly due from patients able to pay, and nearly two-thirds of this amount was recovered.

### *Legal Aid Bureau*

Previously to 1914 there was no free legal aid in the City of Dayton. There was a little unorganized work of this kind done through the Montgomery County Bar Association, but it was not extensive or very effective as a means of social betterment. Almost immediately after the induction of the new government into power a legal aid service as a part of the welfare work of the city was inaugurated — on March 1, 1914.

During the first year 727 cases were handled by the Division. This number grew to 1,298 in 1917. Most of these undoubtedly represent aid to persons who otherwise would not have had the benefit of legal advice and aid in the settlement of their difficulties.

The importance of this work can in no sense be measured by its cost. Dayton can not lay claim to generosity in making financial provision for legal aid.

The development of the Bureau is statistically shown in the following table:

Year	New Cases	Total Cost	Average cost per Case
1914	727	\$ 550	\$ .76
1915	768	1200	1.59
1916	922	1300	1.43
1917	1298	1350	1.03

The cases are divided into fifty-three different kinds. Fifty-eight per cent. are included in the first four classes in the list, and 21 per cent. in the next four classes:

Work and labor .....	26 per cent.
Landlord and tenant .....	12 per cent.
Board and room .....	10 per cent.
Installment houses .....	10 per cent.
Domestic relations .....	7 per cent.
Loan office and pawn broker .....	5 per cent.
Accounts .....	5 per cent.
Money had and received .....	4 per cent.

The remaining 21 per cent. are divided between the other 45 kinds of cases. The Bureau also collects money on cases, and distributes it according to the settlement effected. These collections exceed \$700 per year.

As with other welfare work legal aid is both curative and preventive. Legal aid is curative in being an agency ever ready to give free aid to those who have been in some way legally wronged. A large majority of its cases have been of this nature.

The work of the Bureau is preventive in its work of eliminating conditions which bring about injustice needing legal aid to remedy. The most important of these has been the elimination of eleven loan shark companies and the supervision of installment houses.

*State-City Free Employment Exchange*

Free employment is one of the new functions adopted by the new government. Since there was no work of this kind under the old government, no comparative statistics are possible.

The State of Ohio and the City of Dayton coöperate in this bureau. The state handles all the work of the male division of Exchange and the city handles the work of the female division. The cost is divided between the state and the city on this basis.

The work was inaugurated for the city on July 20, 1914, when a superintendent for the city division was appointed. In 1916, there were 4,951 applications for work as against 6,853 in 1915. Requests for help numbered 4,538 in 1916 and 3,760 in 1915. The difference is attributed to the greater demand for labor in 1916. Of the 4,951 applications, 3,347 were referred to positions and 3,067 were placed. 67.5 per cent. of requests for help were filled; 61.9 per cent. of applicants secured work; and 91.6 per cent. of those referred were placed.

Applications and requests included office work, factory work, seamstresses, laundresses, cooks, maids, hotel and restaurant work, etc.

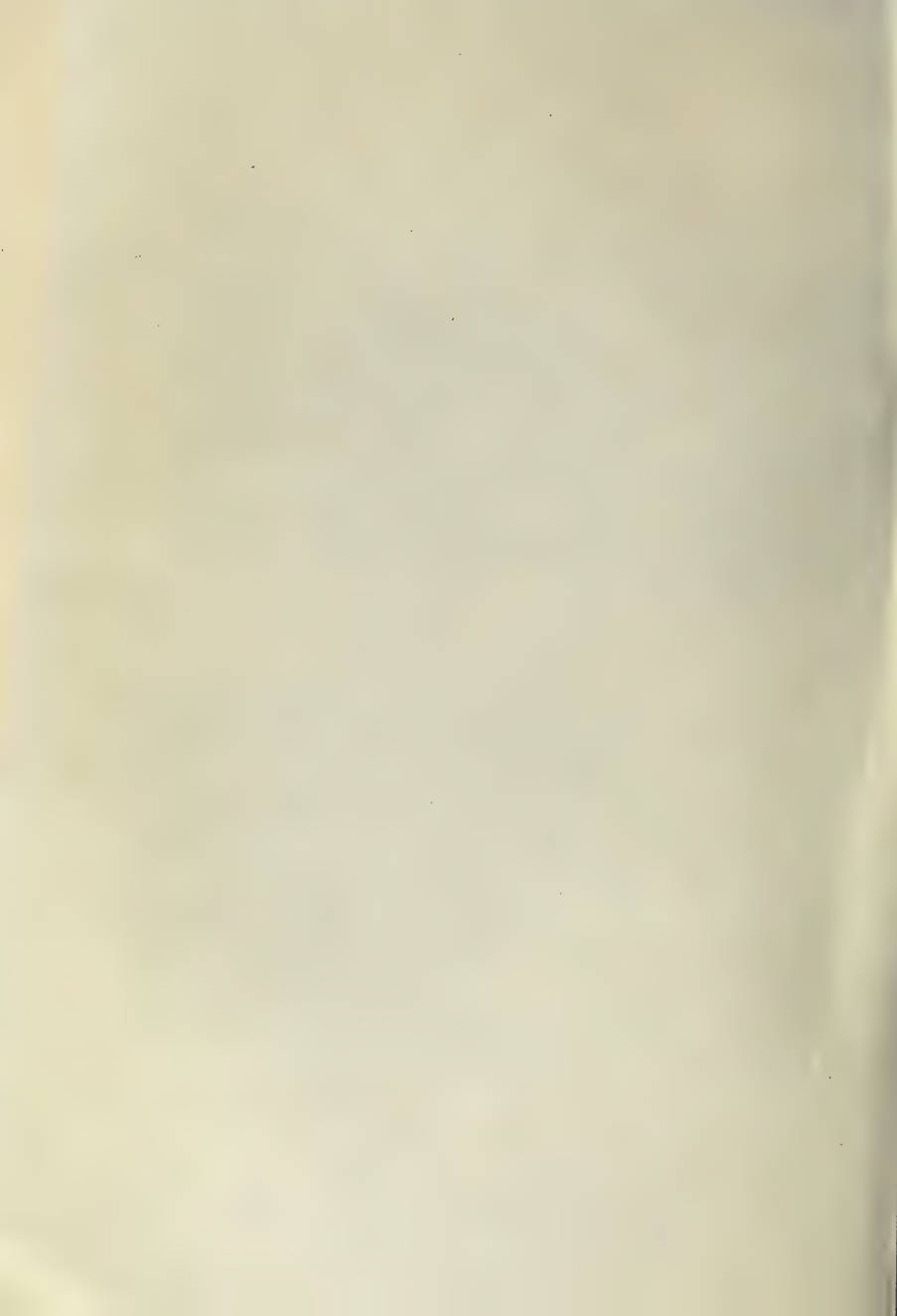


Vacant Lots in Dayton Gave Way to—



Children's Gardens Even Before the War





## CHAPTER VI

### PROTECTING LIFE AND PROPERTY

THE improvement effected in public service in Dayton through the elimination of politics, due to the adoption of a new charter and the Manager form of government, is well shown in the police and fire divisions.

It is commonly accepted that political parties and bosses exert a powerful influence upon the police and firemen of our cities, due to the large number of employees and the availability of positions in public service consequent upon the success of any party. In Dayton, for instance, nearly three hundred and fifty men, or over one-third the city's payroll, are to be found in these two branches of the service. Scattered throughout the city, as they are, either on patrol beats or in the several fire stations, these employees come in daily contact with the people — the voters — and this enhances their value as agents for some political creed when politics is recognized in the government.

Prior to January, 1, 1914, the story of politics within these two branches of the city service in Dayton was comparable to that of the usual city. At least, it was no better. There was a Board of Public Safety, consisting sometimes of two members, and sometimes of four. The Board named a Safety Director, who always was a good politician. A two-member board was bound to be of the same political faith as the Mayor who appointed it; when four, there were always to be found two Republicans and two Democrats. In either case, the effect upon the forces was the same.

The board members came occasionally to headquarters; perhaps twice a month, to sign vouchers of the two departments. This perfunctory task was their chief qualification for a position of leadership among the men in the ranks, which they always arrogated.

The fine balance which obtained within the board extended from the director downward into the ranks. With a two-party board, a nice allotment of patrolmen and firemen was the rule; when a one-party board, it was any easy process to "harmonize" the force.

Civil service reform did not exist prior to 1910, and from then until 1914 it was under political domination. The Secretary of the Board of Safety formerly gave all candidates an examination which he prepared, with the aid of the board members.

The most baneful influence of politics, however, was that which affected directly the work for which these departments are maintained,—the protection of the person and property of citizens. It was not uncommon for a person haled for committing an offense to call upon a member of the Board of Safety—who, fortunately, was of the same political faith—and recite his predicament. Forthwith, the order would pass from the member directly to the arresting officer to release the prisoner and ignore the entire matter. It is apparent that the morale of the police force was low. Responsible direction of efforts was lacking; officers never knew what laws and orders to enforce, nor when they were liable to censure for a too rigid performance of their duty; conflicting commands were commonly issued by the different members of the Safety Board. Indeed, there was little incentive to do efficient police work; the only reward for a day's work was the salary.

## THE NEW STANDARD OF PUBLIC SAFETY

That a new order of things has prevailed in both the divisions of police and fire since the advent of the Manager plan is amply evidenced by a review of the present organization and methods and the results obtained, as compared with prior conditions.

Under the charter the two divisions, together with building inspection and inspection of weights and measures, were placed under the control of a director. He is appointed by the City Manager and is removable by him. The Manager retained the immediate direction of the department from January 1, 1914, until May, 1915, when he named an inspector of fire hydrants to the office.

The new City Manager brought to the safety department a resolve to determine just what are the opportunities for police and firemen to render the broadest possible service to the community and how these results might be obtained. This involved a consideration of the interests of the citizens and at the same time the welfare of the men in the service. As a result of conscientious effort and attention, a wider conception of safety work has been evolved and an efficient and well disciplined organization built up. The high standards of police and fire service are appreciated by the people as never before.

## DIVISION OF POLICE

*Organization*

The division of police is under the control of a chief, who is appointed by the City Manager. The present incumbent was retained from the preceding administration, and continued in the position largely because of his



years of service. The strength of the division during a period of years has been as follows:

1912 .....	140	1915 .....	157
1913 .....	134	1916 .....	158
1914 .....	149	1917 .....	173

The 132 patrolmen in the service in 1917 were detailed as follows:

Patrol duty .....	90	Ambulance men .....	2
Motor patrol .....	13	Plain clothes .....	6
Traffic .....	11	Desk men .....	3
Auto drivers .....	6	Printer .....	1

With 90 uniformed men for patrol duty in a city of 140,000 population, or one patrolman for each 1,550 persons, it is apparent that Dayton has not sufficient patrolmen according to the generally accepted standard. However, this fact is recognized by the officials, and would at once be remedied were it not for the financial stringency which affects every phase of city activity.

For purposes of distribution and supervision of the force, the city as a whole now comprises one precinct, with headquarters at the City Hall. An internal reorganization of the division was effected in 1914, to afford the necessary central control and desired administrative procedure.

Patrol service is performed under a three platoon system, for three tours of duty,—7 A. M. to 3 P. M.; 3 P. M. to 11 P. M.; 11 P. M. to 7 A. M. The Chief is in command during the day, while the uniformed inspector is in charge from 6 P. M. to 6 A. M.

### *Securing Central Control*

In reorganizing the division of police, the extent of patrol service was based as nearly as could be determined

(records by locality of commission of crime had not been kept) upon the needs of the several sections of the city, while the efficiency of the service was to be a result of responsible administration, a trained force and adequate supervision. One roll call at the outset of each platoon, or "relief," which is held at the central police station, thus permits a maximum of control in administration, inspection and delivery of orders or other business.

To meet the requirements dictated by police experience, that a city needs most protection at night, the second and third reliefs, during the night hours, are manned nearly three times as heavily as the day relief. There are 11 "beats," or posts, on the day relief, and 32 beats on each of the night platoons.

### *Measuring Results*

The average citizen is interested in his police department only to the extent that he wishes it to do efficient work and in the reports that will assure him the police are active in their work. Every phase of police service cannot be expressed in figures, any more than can health, welfare or legal work. It is too intangible to permit setting up definite units of measurement of results, and the present-day tendency toward preventive work, rather than merely one of apprehension of offenders, calls for something more than crime statistics.

There are certain general figures, however, which help to indicate to the community the results of police service, as the following tabulations for a period of years:

#### GENERAL POLICE STATISTICS

	1912	1913	1914	1915	1916	1917
Number of arrests.....	4,436	6,299	5,719	5,106	7,660	6,943
Number of convictions. ....	....	....	4,480	3,968	6,057	5,809

	1912	1913	1914	1915	1916	1917
	(Books destroyed by flood)					
Number of dismissals..			183	96	160	167
Number held to Grand Jury .....		190	206	157	264	230
Citizens' complaints received .....				3,096	4,045	4,808
Amount of property reported stolen .....				88,800	101,300	161,100
Amount of property recovered .....				64,700	67,100	137,000
Patrol wagon calls .....				4,825	5,828	3,889
Ambulance calls .....				3,602	3,276	4,578
Motor police calls on complaint .....				....	....	4,486
Persons aided .....				4,933	6,232	6,169
Outages reported, gas and electric street lamps .....				8,248	17,281	18,584
Number of traffic violations .....				6,613	9,301	9,306
				464	454	239

It will be noted that 80 per cent. or over of arrests result in convictions, which indicates the justice of arrests and excellent support to good police work by court endorsement. However, not even is this ratio of convictions to arrests made a certain index to the enforcement of the laws.

The growth in number of complaints received from citizens is, strangely enough, an indication of effective patrolling, owing to the practice followed in Dayton of including in this figure the reports of patrolmen themselves of irregular conditions found on their beats. Thus is the city made a complainant against its own departments. These complaints are invariably referred to the service or other department concerned, while citizen complaints affecting the police are investigated by the officer in the district in which the case arose.

The practice of calling on the city ambulance for every kind of sick case requiring ambulance service is seen to

be a prevalent one, with a tendency to increase unduly. The ambulance is in charge of patrolmen without medical training, and this work should devolve either upon the two hospitals which receive appropriations from the city of approximately \$30,000 each year for the care of "public" or charity patients, or upon private owners of ambulances. Emergency work could be cared for by the patrol.

### *Other Evidences of Progress*

There are numerous indications, other than statistics, that the police are now functioning both ably and intelligently.

First among the many substantial reforms introduced must be mentioned the establishment of the training school for policemen, which has directly affected every member in the division of police and will continue to do so until his last day of service. Through it discipline is recognized and the entire morale improved to a degree that makes possible effective police work along modern lines.

Second, the importance to the citizen cannot be overstated of having every complaint fully reported, investigated and a report made. This record and follow-up are the basis of effective police work. Yet prior to 1914 Dayton, like many other cities, failed grossly in this fundamental feature. The scope of police duties, methods of selecting and promoting men, coöperation with other city departments and with civic agencies, new sets of records, establishing of a crime prevention bureau and a junior police,—all these are incidents in creating a more vigilant and effective force.



*Getting Into the Service*

The best safeguards for effective police work are the guarantee that the applicant for a position on the force shall have his appointment considered solely upon the result of a competitive civil service examination, his retention secure through proper conduct and effort, and his promotion based upon his record and ambition. Politics is then no longer dangerous.

These principles were definitely introduced in 1914, and are substantially adhered to. Selection of policemen is made from the list of eligibles certified by the Civil Service Board as the result of a mental and physical examination. The questions are prepared by an examiner outside the department, while the physical examination is made by one of the city's district physicians. Thus politics has been eliminated in obtaining appointments. Of course, politics cannot be kept out of the division,—it is difficult to deny even a public servant the right to affiliate with a partisan organization with whose principles he sympathizes, but no recognition is made of the action. In the crucial primary election of August, 1917, for instance, several policemen voted the Socialist ticket, directly opposed to the present form of government, yet the officials remain content to judge all members of the force by their work.

When a vacancy occurs in the division of police, it is filled from the civil service list as the result of an examination open for all of the men in the next lower rank.

It must be borne in mind that tendencies upon the part of a Director or Chief to evade the provisions of merit service are the quickest means of undermining the force, no matter how perfect an organization may exist. There exists some criticism in this matter.

### *Discipline and Removal*

The fundamental principle of prompt obedience, which is essential to good policing, is instilled in the men from the first day of service. A new set of rules was prepared in 1914, and each man is carefully instructed upon them. The rules are strictly and impartially enforced for all. If a policeman has a grievance or other private matter, he is permitted upon request to confer with the Director about it. The Director hears all cases against policemen, and punishment is meted out with severity according to the best judgment of the Director after a recital by both sides of the facts in the case. Power of removal rests with the Director, with right of appeal to the Civil Service Board. There have been several dismissals, but no appeals from the action taken.

### *Salaries*

Dayton patrolmen received in 1917 an annual salary of \$1,020; sergeants, \$1,260. A \$60 per year increase was allowed in 1917, the first in many years. Uniformed men get every 12th day off. Since 1914 each patrolman receives a 10-day vacation with pay.

The policemen are required to purchase their own uniforms and overcoats, both of which have increased in cost at least fifty per cent. within the past three years. They must also purchase their own revolvers, which cost about \$14. With these compulsory expenses, both of which properly should be borne by the city, it is evident that the Dayton police deserve a substantial increase in remuneration.

*Training School for Police Service*

Only when the policeman has a proper knowledge of his duties can the public be assured that the department is giving their person and property the maximum of protection. In order that the police might have as complete as possible a training for their work, a training school was established early in 1917. The entire force has undergone a rigid course of instruction in such matters as a general knowledge of the state laws and local ordinances, duties and powers of a policeman, rules of the division, first aid, humane handling of prisoners, self-defense, military drill and physical training, handling traffic, court procedure, report writing, etc. Each week the policeman attends gymnasium classes for a two-hour period, to keep in fit physical condition.

*Safeguarding the Shoppers*

Dayton has recognized the demand for a regulation of traffic in the central sections of the city, and twelve posts have been established, with a sergeant in charge. The code of the National Safety First Committee has been adopted, and an ordinance regulating the movement of traffic has been passed by the City Commission. Traffic booths and safety zone markers on the pavement have been provided. An auto light-dimming ordinance has also been passed. A special officer is assigned to the apprehension of "speeders," and through the support of a municipal court judge who absolutely refuses to suspend sentence and fine for any speeder ever brought before him, a curb to this dangerous practice has been well established.

Columbus, the state capital and city of nearly 200,000

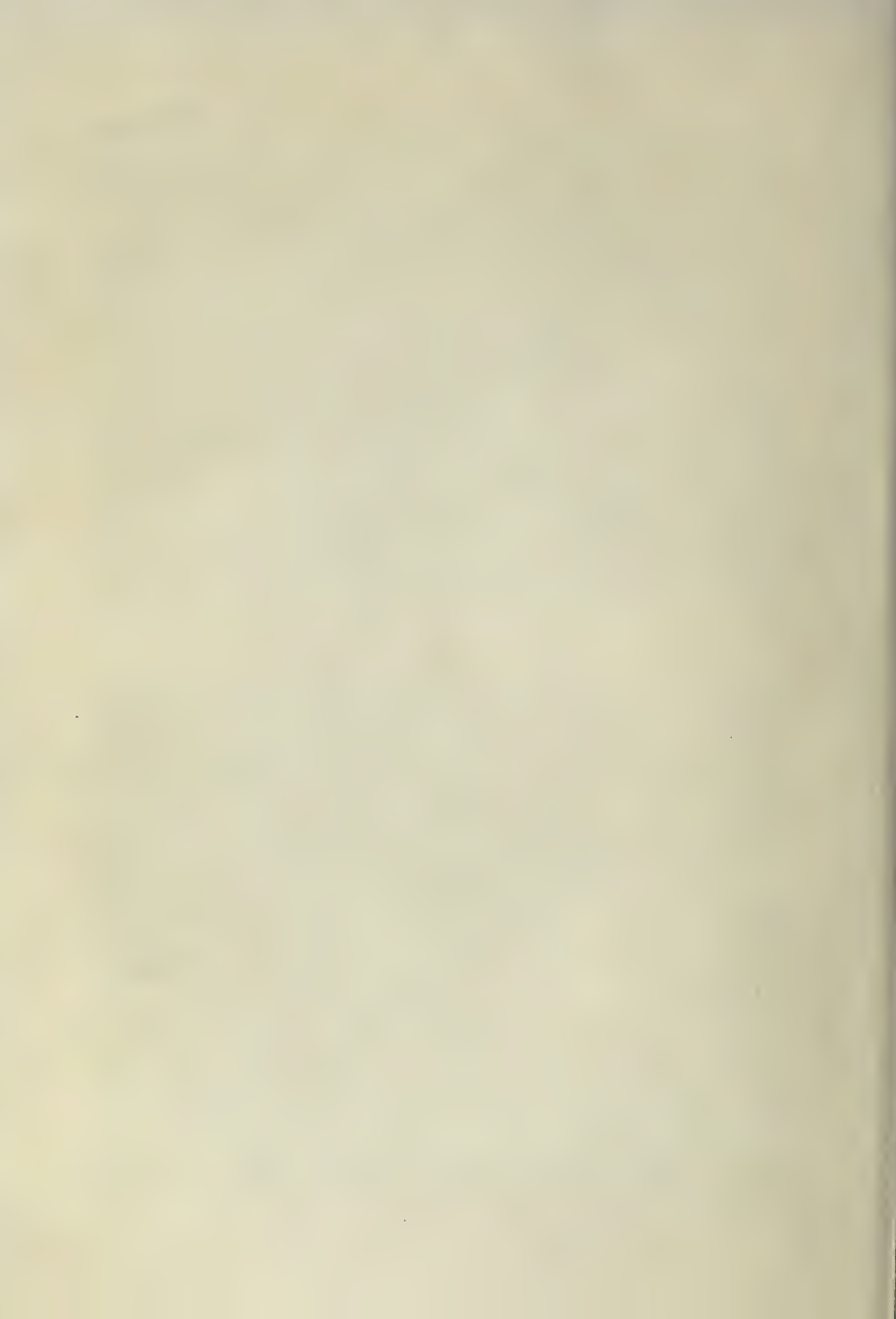


Policemen Attend These Classes Regularly



Note the Criminal's Equipment  
50,000 Interested Persons Studied This Display at the Municipal Exhibit





population, has 10 men assigned to traffic. Comparison with Columbus and other cities indicates that Dayton is over-doing the spectacular regulation of traffic, even though appointments to ordinary patrol work must suffer a shortage on the plea of insufficient revenue. Never have adequate statistics been compiled of street traffic to justify the extent of regulation which the city has undertaken.

### *Vice Conditions*

Like many another politically ridden city, Dayton had its illegal but tolerated district of segregated vice prior to 1914. Certain elementary but ineffectual regulations were enforced, though no effort was made to confine commercialized evil practice within this district. The inmates of the fifteen houses then existing had to register personally with the police, furnish their own photographs as a part of the city's records, and be examined weekly by a city physician. Yet the number of solicitors on the streets was excessively large for the size of the city.

In February, 1915, the City Manager closed the segregated district, ruling that the statutory prohibition of commercialized vice should be enforced. A policy of persecution of all the former inmates and of questionable women was instituted, to keep the city as clean morally as the police power could do.

A "vice squad" of two detectives was assigned to investigate vice conditions, prevent the establishment of houses of ill repute or assignation, keep down to a minimum street solicitation, and supervise saloons and cabarets, public parks and other places requiring rigid law enforcement. The way of the purist is hard, however, and humanity too often interferes with its own salvation.

The law does not always keep pace with the reformer, and the policeman must be governed by the law. With a limited number of police who could be detailed to reduce this form of vice, the city had trouble in "abolishing" the district. A patrolman was for some time stationed in the street, warning every person who entered certain houses of his liability to arrest.

Finally, the necessity of war and the presence of two Federal aviation fields within a short distance of the city compelled these houses to close their doors early in 1918, and the occupants removed to a safe distance from the 5-mile limit.

### *Crime Prevention Started*

In 1917 a sergeant was assigned to direct a bureau of criminal prevention, to study the causes of crime and apply corrective measures. Already the bureau has done much work in the supervision of poolrooms and loafing places, helping offenders find employment, addressing classes in public schools and civic organizations, and responding to scores of calls from anxious parents. The promise for this phase of police work is great, and thus far in its career definite records exist showing that in several cases arrests have been forestalled and made unnecessary. An ounce of prevention is worth a prison full of offenders.

Still another innovation in police work is the organization of a Junior Police. This is sponsored by the City Manager and the director of safety. Under the immediate direction of a sergeant drills are held regularly, the boys who are members are encouraged to work with the police in preventing crime and the destruction of property, streets and yards are kept in a clean condition, and

the ordinary gang of youths guided only by mob rule is displaced by an organization with an object, offering discipline, military organization and order. The work is of great assistance to the division of police as a preventive measure.

### *Keeping a Record of Activities*

Perhaps in no phase of police work has more permanent advancement been made than in the installation and operation of a modern, informing set of records of all police activities, and in the prompt preparation of current reports from the record.

In 1914, the only record kept was that of arrests.

To-day patrolmen on duty carry memorandum books, in which they record all irregular conditions or happenings noticed on their beats, and the time and place of meeting their supervising officers. These loose leaf reports are turned in to headquarters, there to be checked with the reports of the sergeants.

Another important record is that of citizen complaints, already mentioned. These are invariably referred to the officer in command of the section in which the complaint occurs, if it is a police matter, and the report of results of investigation and disposition is filed and a report made to the complainant if desired. With this thoroughgoing manner of recording and following up of citizen complaints, one of the most difficult of police problems has been solved by Dayton. To assure that these complaints shall be received and recorded, a uniformed officer is now detailed for desk duty on all three platoons.

A desk blotter is kept at the central station, wherein is entered in chronological order all proceedings of the division. Printed forms have been introduced also to



record the cases of persons aided, a detailed and classified record of arrests, detective cases, telephone calls, property reported lost and returned, etc.

As a result of these extensive records it is possible to compile each morning a consolidated daily report of the division, containing a comprehensive tabulation of the activities of the force for the preceding 24-hour period, and also showing crime conditions for the day. Cumulative figures since January 1st are also given. This report is compiled and placed on the desk of the director of safety and the City Manager each morning. Separate reports are prepared for the uniformed and detective divisions.

### *Coöperation with Other Departments*

With a centralization of control of the entire government came a spirit of coöperation among the component branches. The police were greatly influenced by this new atmosphere of mutual interest in getting things done, and they greatly increased their scope of work to include an interest in the conduct of the other departments. The detailed reports of conditions observed on beats and violations noted of corporation ordinances have been a great aid to effective work of the other departments. For instance, the reporting of thousands of outages of street lamps saves the city over a thousand dollars each year, the report of a broken curb sent to the division of streets secures a remedy of the faulty condition, and so on.

A new phase of work was undertaken by the policemen in the winter of 1914-1915, which was distinctly of a social service nature. During the unusually dull days

for labor at this time, there was passed a large bond issue for water works extensions, thus creating work of a public nature for thousands of unemployed. The water works called upon the police to aid them in the work of investigation, in order that, first Americans, then married men, might be sure of employment. The police substantially aided in carrying to a success the entire plan of relief, through the work of inquiry and reporting which they did. Coupled with this humane function was that of investigating cases for the Bicycle Club, a social organization which, upon the recommendation of police investigations, gave substantial amounts of money, food, fuel and clothing, to alleviate suffering.

#### *Educational Society of Police and Firemen*

Indicative of the spirit of mutual self-help existing between the two chief branches of the safety department is the establishment in 1915 of an educational society composed of members of the divisions of police and fire, incorporated under the state laws. The objects are to advance the knowledge of the members in their work and to effect a closer coöperation with each other. Two field days have been held at the Fair Grounds, which netted over \$8,000 to the society. With the proceeds the first year a traffic squad was sent to Detroit to observe traffic conditions there, and a company of seventeen men from both branches was sent on a tour of the large Eastern cities, to study general police conditions. The application at home of their observations has proved the excellence of the plan.

From the second year's receipts a squad of firemen was sent to several cities to become informed on best fire

fighting methods, and several other firemen were sent to the factory from which was purchased the motor-driven apparatus, in order that they might gain a first hand knowledge of its construction and method of repairing. Three officers from the police division went to New York to study the training school curriculum there, and upon their return established Dayton's first police school.

#### POLICEWOMEN

Soon after assuming office in 1914, the City Manager established another innovation, the Bureau of Policewomen, which was placed under the supervision of the Director of Public Safety. Two policewomen were appointed, and the work properly falling to such a bureau has since been carried on.

The policewomen handle all female cases for the police, and accompany women prisoners to court. Their work consists of adult probation cases of women and girls from the municipal court who voluntarily place themselves under the probation of the policewomen; family conditions tending to immoral living; investigation of complaints about disorderly houses and reporting their findings to the police; prevention of children plying street trades; and supervision of dance halls, places of amusement, parks, etc. The establishment in 1917 of a Domestic Relations Court by the county relieved the policewomen of many cases of domestic difficulties.

The home for dependent girls, which was established in 1915 by a private charitable society which in 1916 turned the home over to the city for operation from the public funds, is under the supervision of the policewomen with a matron in charge. It provides a temporary home for friendless and poor girls, until they are able to help

themselves. Forty-three girls were cared for in the first ten weeks the home was open during 1916, and this average has been maintained.

Expressed in number of cases handled, the following is a record of the work of the policewomen:

Year	Number of Cases	Probation Cases
1914	237	...
1915	1,156	284
1916	1,624	695
1917	1,656	717

The general moral tone of all dance halls has been permanently elevated, and, through coöperation of the liquor licensing board, three dance halls adjoining saloons were closed; workhouse sentences have been prevented; and girls were saved from the penitentiary through heeding the friendly counsel of the policewomen and accepting positions found for them.

The policewoman's methods are becoming more effectual, her follow-up work strengthened, and her results more successful from year to year. The policewoman has proved her case in Dayton.

#### PENSIONS

Dependent upon certain conditions, policemen and their dependents may receive a pension from the policemen's pension fund. This fund was originally established in 1904 and reorganized by state law in 1910. A similar fund exists in the Division of Fire.

On December 31, 1917, there were 47 police pensioners, and payments for the year amounted to \$16,800. There were 61 fire pensioners, who received \$16,700 from the firemen's pension fund.

A preliminary study of these funds in 1914 indicated



that there was need for reorganizing the administration of the funds, to secure more equitable payments and place them on a financially sound basis.

#### CONCLUSION

The foregoing is, briefly, the main story of the division of police. No mention has been made of the bureau of criminal identification with its modern system of records, its photographs and Bertillon measurements, and its contact with other cities. This work has been effective for a number of years.

Neither has the imperative need for a new central police station been stated. The building now occupied by house prisoners temporarily is a disgrace. It is old, dark, damp and insanitary — a relic of the old bars and locks ages. However, the present administration has remodeled it so far as its frail walls and floor permit, with a view to treating its unfortunate visitors as though they were human. A police station is a place for housing arrested persons prior to judgment upon their cases by the courts. When this fact is reflected upon by enough of Dayton's citizens, they may reform this barrier to an excellent police system. To date the claim of insufficient funds has been the excuse,— it is really an uninformed and disinterested citizen body.

Fortunately, this one shortcoming has not affected the long list of progressive steps which the officials have made since January, 1914, when the City Manager administration took office.

#### DIVISION OF FIRE

It is patent that the citizen ordinarily is interested in the work of the division of fire to the extent that it puts

fires out promptly, thus preventing losses of property, and possibly of lives.

The conditions which existed in former administrations for this work have been briefly indicated. With a political régime, and political appointees in the fire fighting force, it is apparent that there did not exist the responsible control, the discipline and obedience, or the ability upon the part of the members of the force, to perform their work. Cases existed of firemen refusing to answer alarms, either outright or through petty and insufficient excuses. Their position was secure,—the property of citizens must pay the toll in ashes.

Coupled with the inherently faulty conditions found within the personnel of division was the inadequacy of equipment. Until 1914, all apparatus was of the horse-drawn type,—expensive and slow-going. It is not to be inferred from these statements that fires were not extinguished. Once on the scene, the men put forth every effort to keep losses at a minimum, and the figures for the years 1909 through 1913 (except the year of the flood, 1913) show moderate amounts for both number of fires and average loss per fire. These results were accomplished in spite of the absence of strict discipline, complete training, modern apparatus, and inspection of buildings, however, rather than because of them.

When the City Manager assumed office in 1914, he gave special attention to adequate fire protection for the city, and retained the duties of Director of Safety until May, 1915, in order that he might better solve the problems of the service. He analyzed the situation simply but forcefully with the formula that to be certain a fire would be put out the men must answer alarms promptly, obey instructions of superiors, know the business of fire

fighting, and be furnished with adequate and ample equipment. How successful has been the effort to reach and maintain these high standards of efficiency is the story of the division of fire during the past four years.

### *Organization*

The division of fire is under control of a chief, who is appointed by the City Manager. The present incumbent was retained from the preceding administration, and has a creditable record of results. The strength of the division during a period of years has been as follows:

1912 .....	162	1915 .....	152
1913 .....	152	1916 .....	175
1914 .....	149	1917 .....	174

A more responsible organization has been secured through placing a commanding officer in charge of each of the 16 stations in the city. Other features of the internal reorganization are later indicated.

### *Fire Fighting Apparatus*

Half the success of combating fires rests with the apparatus and equipment with which the firemen are furnished. One of the great strides forward by the present administration was the introduction of modern motor-operated apparatus for the entire service. A list of the equipment is as below:

6 large triple pumpers.....	{	800 gallon p. m. pumper
	{	40 gallon chemical tank
	{	1000 feet of hose
	{	44 feet of ladder
4 junior pumpers .....	{	350 gallon p. m. pumper
	{	40 gallon chemical tank
	{	44 feet of ladder
	{	1000 feet of hose

3 combination hose and chemicals .....	{	40 gallon chemical 1000 feet hose 40 feet ladder
6 tractor engines .....	{	700 to 1100 gallon p. m. capacity
3 aerial trucks .....	{	65 and 75 feet aerial ladder 275 feet extra ladder
1 water tower .....	{	65 foot tower; 12 line capacity
1 chief's auto		
5 district chiefs' autos		
5 service trucks—telegraph, hydrants, etc.—available as hose wagons in emergency.		

### Fire Statistics

The activity of the division is reflected in part by a statement of the number of fires, losses, etc. :

#### STATISTICS OF FIRE LOSSES

Year	Number of Alarms	Number of Fires	Fire Losses	Loss per Fire	Loss per Capita
1912	677	623	\$121,000	\$194.77	\$1.06
1913	861	760	1,391,000 <sup>1</sup>	1,829.75	11.59
1914	897	821	330,000	415.72	2.65
1915	825	716	213,000	297.55	1.64
1916	970	808	474,000	587.60	3.39
1917	905	779	300,000	389.12	2.00

<sup>1</sup> Flood year. Flood losses were \$1,239,141. Other than flood losses were \$152,468.68. Fifteen fires occurred at that time, conditions prevailing which rendered the division practically helpless.

<sup>1</sup> 1913 Flood losses, per capita ..... \$10.32  
Other than flood losses, per capita ..... 1.27

The loss per alarm for other than flood fires during 1913 was \$206.65.

### Fire Prevention Bureau Established

The foregoing figures fail to tell the whole story about the work of the division during the present administration, as all the results cannot be measured currently year



by year. One or two big fires render comparisons useless. This applies to the preventive work of the men specially assigned to this service, the benefits of which will prove cumulative during all future years.

The prevention of fires by inspection was begun in 1914, when firemen from the various fire houses were detailed at convenient intervals to do this work in their surrounding districts. This was a temporary working plan only, and in 1915 the bureau of fire prevention was formally organized with three men, a captain being placed at the head of the bureau. The force assigned to this work was selected through the proficiency shown in the preceding year. The growth in extent of this bureau's activities is reflected in the following partial statement of work done:

	1916	1917
Number of inspections made .....	16,879	18,132
Number of complaints received and investigated	1,359	1,282
Number of inspections found defective .....	5,450	6,050
Number of inspections found in good order ....	11,429	12,082
Number of chimneys repaired or rebuilt .....	4,277	978
Furnace flue pipes repaired .....	366	236
Cellars cleaned .....	915	816
Gas leaks reported and corrected .....	143	435

The above statistics are indicative of the great importance of fire prevention. The work is being done more and more efficiently each year, and close coöperation is had by the bureau with other city departments, service corporations and the public. The establishing of this bureau has proved one of the strongest factors in reducing fire hazards and making life and property in the city safe.

### *Motorized Apparatus*

For several years the replacement of horse-drawn apparatus by motor-driven had been under discussion.

This was prompted by the fact that motor equipment is tireless, stronger, always ready for the next alarm, can go faster and farther than horse-drawn, and is more economical in cost of operation. As early as 1912, bonds were issued to the amount of \$119,000 to purchase motorized pieces. It was found upon close investigation by the Bureau of Municipal Research, that a portion of this amount was more or less liable to be lost to the city by being squandered in large commissions to interested public officials. The letting of the contract was rescinded by the council, and \$50,000 of the original bond issue was turned back into the sinking fund.

The new commission took steps to outline the needs of the city in modern equipment, and through widely advertised bids and competition made a start in 1915 toward motorized apparatus, replacing almost half the horse-drawn wagons. During 1916 contracts were let which permitted the entire motorization of the division. The chief and marshals also have automobiles, enabling them to reach each fire quickly. The combined chemical, hose wagon and engine in one piece allows a greater stream to be directed against the flames, and this apparatus is therefore much more effective than the ordinary horse-drawn steam fire engine, which it displaced. New aerial trucks were provided, to displace older pieces and to be available in the congested districts.

In addition to the purchase of the new rolling equipment, over 30,000 feet of high grade, thoroughly tested hose were purchased, and many new hydrants placed where conditions warranted.

### *Improving Conditions for Firemen*

Recognizing that firemen could serve best only when their personal welfare is given the fullest possible atten-

tion, a reorganization was effected to this end. Instead of the period of service which had been the rule, requiring the fireman to remain on duty at the station for 96 consecutive hours, the third-day-off plan was inaugurated in 1916. Under this system each fireman has two days on duty, and the third he has free to spend at home. The benefit to the fireman of the additional relief from duty is, in the course of the year, of vast importance in his physical and mental condition.

Under this plan it was provided, however, that every fireman should spend his fifteenth off day on duty, being assigned to a reserve squad at one of the stations in the congested district. Thus four squad wagons, with 10 men each, serve as an additional fire fighting strength to respond to first alarm calls in this district. Fire protection has been doubled by resorting to this provision.

Another action taken by the city commission to benefit the firemen was to increase their monthly pay \$5.00. This was carried in the appropriation for 1916, and was the first increase this branch of the service had received in many years.

Conditions to-day demand that the salaries of firemen be further increased, both because of the more efficient work they are now capable of performing and because of increased costs of living and of the clothes required in their work. A graduated scale of increased salaries is under consideration by the commission, and it is highly probable that some plan may be effected to grant the increases. The only reason the commission has not long ago taken such action is the pressing one of insufficient revenues.

Extensive repairs were needed at nearly every fire station, and money was appropriated in 1916 to carry out a carefully worked out schedule of the betterments



required. The release of horses from the houses has afforded additional space, and also permits of maintaining much more sanitary conditions. Prior to the reorganization within the division the firemen stationed at the houses could not make any repairs, owing to a technicality that they were employed solely as firemen. The men were ready and desirous, however, of putting the stations in shape if they were furnished the materials, and the reorganization made possible the detailing of firemen to this work.

### *Training School for Firemen*

A definite course of instruction has been introduced, and this school is under the direction of a captain specially assigned to the work. Each fireman reports two hours every second week, and practice is had at a drill tower with pompier ladders, handling apparatus, laying hose, making couplings, rescue, first aid and salvage work, etc. Physical drills are also held regularly at the station houses, under the direction of the commanding officer or the district chief.

### *The New Type of Fire Station*

Owing to the extension and growth of the city since the last fire stations were built, a relocation of two of the companies was highly desirable. Bonds were authorized for this purpose by vote of the electorate in November, 1915, and within the next twelve months sites were determined upon, after giving full consideration to the requests of the people in the two sections of the city concerned, and two model and modern, bungalow type, fire stations were planned and built. They were opened, one in the summer of 1917 and the other early in



1918, and not only furnish fire protection to the sections in which they are located, but have an artistic appearance in the residential districts.

### *Educational Society*

The educational society, formed in conjunction with the police, has already been mentioned, and the beneficial results of this organization are reflected in the division of fire as certainly as in the division of police. Owing to abnormal conditions in 1917, the field day exercises were not attempted. The field day serves as an excellent educator to the public of the work of these two branches, and also increases the enthusiasm and ability of the men.

### *Modern Reporting Methods*

As with the division of police, the system of records which obtained under former administrations was very incomplete or wholly lacking. Substantial and permanent improvement has been made to overcome this condition, and to-day adequate records are kept currently of all activities within the division.

As a result of a study and report by the Bureau of Municipal Research, a complete record keeping procedure was installed in both divisions. There is now prepared each morning a consolidated daily report, complete for the entire division, which gives the distribution and attendance of the force, and the number of fires, amount of estimated losses, number of inspections, etc. The report shows also the comparative figures for the same date the preceding year, and a cumulative total for the current year. This report is placed each morning on the desk of the chief and the Director of Safety, who submits it to the City Manager.

Records are kept of each alarm, whether box or still, and of each telephone communication received at headquarters. Separate records are maintained at each station of attendance, work done, supplies used and needed, etc., and these are in turn submitted to headquarters.

### *Merit System*

The remarks under "Police" as to entrance into the service, discipline, removal and promotion, are equally effective and observed as substantially in the fire division as in the police division, and detailed discussion of them is therefore not necessary.

### *Pensions*

As stated under "Police," a pension fund exists for superannuated firemen or dependents. (q.v.)

## CONCLUSION

Attempt is not made to describe in detail the fire alarm system, which is of the Gamewell make and automatic type. The National Board of Fire Underwriters are recommending a change to the manually operated type. It is also desirable that the entire alarm headquarters be removed from the present location over a fire station to a fireproof building. Each station has a fire alarm box and a large gong, a department and an automatic telephone. There are 276 public and private boxes distributed throughout the city, all of Gamewell make.

Fire hydrants have been well placed, but with each street paving special attention is given to strengthening the service if conditions warrant, in order that additional lines may be available. A high water pressure system for the congested districts has been established, with the

necessary pumping facilities at the water works. The construction during 1918 of a 10,000,000 gallon reservoir in the highest section of the city, will also afford additional protection to the entire city.

#### DIVISION OF BUILDING INSPECTION

✓ Inspection of buildings is another municipal activity introduced by the City Commission. The inspection of existing buildings and structures of whatsoever kind, and the regulation of all building to be done, is a necessary function of the municipality. Only through exercise of this right by the commission, through its delegated body, the division of building inspection, can the safety of the lives and property of owners and users of the property be assured. Recognized standards of safety, ventilation, plumbing, etc., cannot, it has been proved, be left to the individual contractor or owner with satisfactory results from a point of view of the public's reasonable demands.

Prior to 1914 no effort had been made by the councils to provide for any conformance to even the minimum standards in the location and erection of buildings and other structures as garages, billboards, etc. It was necessary only to comply with the regulations imposed by the State safety codes and enforced by the State. Upon assumption to office in 1914, the city commission at once appointed a representative advisory citizen board, to serve without remuneration, to outline a building code. The board at once set to work upon a study of the provisions which should be embodied in such a code.

To assist the board in the detailed work involved, and to study the experience in other cities, a building inspector was appointed in April, 1915. The services of an architect in Columbus, who had specialized in an inter-



pretation of the State building code, were engaged by the Dayton Bureau of Municipal Research. Pending the acceptance and passage of a thoroughly suitable code locally, an ordinance was passed containing the essential and practicable provisions of the State code. During 1915 extensive work was done in preparing the proposed ordinance.

In August, 1916, the complete draft of the code was submitted to the City Commission, and during the next three months public hearings were held, both day and night sessions, to consider its several sections. Real estate men, contractors, plumbers, electricians and others availed themselves liberally of the privilege afforded by these hearings, and so far as was possible the code was worded in a manner satisfactory to all interested. The code was finally passed on December 27, 1916, and has proved in practice to be a model and modern building code for a middle-sized city.

The improvement in housing conditions through a rigid inspection of plumbing, gas fixtures, electric wiring, lighting and ventilating provisions has already been substantial. There exists also an increased attention to methods of preventing fires, due to the work of the inspectors.

The section of the code relating to smoke abatement has received special attention, through the appointment of an inspector for consideration of this large problem in an industrial city consuming bituminous coal. An extensive educational propaganda has been conducted, giving emphasis to the economic waste of sending unconsumed fuel through the stacks and scattering it over adjoining properties, and calling for attention even in the display windows of merchants. In many instances



recommendations for the installation of automatic stokers on furnaces have been adopted. The city, as an example, in January, 1917, so equipped the water works. There remains, however, a great deal to be done in this phase of the work by this division. The public schools, for instance, are great offenders.

Upon the adoption of the code, some objections were met with upon the part of a few of those affected by it. However, the courts inflicted fines in some cases, which assured a more wholesome respect for the law.

Through the passage of the code, the work of the Ohio Inspection Board within the city was assumed by the municipality. This Board is a private organization financed by the insurance companies, and it formerly had an agreement with the local electric utility that it was to inspect all wiring before the company should place a meter. Its work is now confined to inspections outside the city — except in those cases begun before the date the ordinance became effective — and citizens are now required to pay only the city's reduced inspection fee.

The division of building inspection is under the control of the director of public safety, and its activities, in addition to assuring a much higher standard of safety, are self-supporting. The work is divided primarily into the branches of building, storage, gas, electricity, smoke and sanitary inspection. The last named service was taken over in 1916 from the division of health. The division coöperates closely with the divisions of health, fire and police.

It is worthy of comment, in connection with a review of this self-supporting activity, that with the adoption of new functions, such as building inspection by even the most thoroughly honest administration, it is sometimes

difficult, if not impossible, to keep the individual friendly to the administration when he is put to a financial expense in order to comply with the modern standards of consideration for the community as a whole, as opposed to his personal and more selfish interests. This enmity is one of the sacrifices the public officials who are serving as administrators must occasionally make in behalf of the citizen body, even though it may ultimately result in their overthrow. It is a "reward" distinctive to a democracy. It can only be stated here that, so far as the regulation of buildings as to size, location and construction is concerned, in Dayton the best interests of 150,000 people in preference to the selfish ends of the individual owner require that the public authorities should dictate.

Following is a statistical summary of the division for two years:

	1916	1917
Estimated cost of buildings .....	\$3,699,000	\$4,204,500
Permits issued, number .....	4,163	4,583
Permits issued, fees .....	\$8,000	\$12,200
Inspections, number .....	412	5,443
Inspections, fees .....	\$1,500	\$5,700
Total receipts, permits, fees and sales ....	\$9,500	\$18,200
Inspections made, without fees .....	9,400	21,000

#### WEIGHTS AND MEASURES

The inspector of weights and measures was given a wholesome incentive in the performance of his duties when the Manager plan of government was introduced. This function of the city government has been carried on for some years, but only in a restricted manner, owing to the failure of the administrative officials to appreciate its value.

Under the reorganization of the departments the inspection of weights and measures was placed within the department of public safety, and a closer supervision and

control of the work was had by the director of this department. Since 1914 the inspector has been given office quarters immediately adjacent to the central market, he has been furnished with the necessary standard equipment and a complete system of records introduced into his office. The moral support essential to effective results has also been forthcoming.

The careful and recurrent inspection of weights, scales and measures used in the public markets and by wholesalers and retailers becomes of considerable economic importance when the number of transactions occurring within a twelvemonth are computed. The aim of the administration has been to protect not only the householder or other consumer, but also the honest merchant and dealer. Inspectional work has been extended from public markets to groceries, meat markets, coal dealers, etc., and has disclosed dishonest dealings in prize packages, in tobacco shops, candy stores, etc. An extensive campaign of self-protection to the housewife and the honest dealer has been carried on by frequent addresses before public gatherings and through the press. Coöperation of the police, merchants and public has helped to make the work successful.

Prior to 1915, no records were kept of the amount of work done. Detailed records now kept show annual inspections and complaints handled in excess of 15,000 per year. The cost of the Bureau has ranged from \$1,000 to \$1,500 during the past ten years.

The work was given impetus in 1918 by the assistance of volunteer women inspectors, working under the direction of the safety director and sealer.



Hundreds of Scales are Condemned Each Year



Housewives Are Protected Through the Work of Volunteer Women Market Inspectors





## CHAPTER VII

### MUNICIPAL HOUSEKEEPING

WITH the advent of the Commission-Manager government in 1914, a number of boards and independent branches of the city government were united into one department, in accord with the principle of centralized control and responsibility. The Department of Public Service, under the direction of a single head, was by charter given the management of streets and alleys, sewers, public buildings, markets and all public utilities of the city; also designing and estimating on public works, cleaning streets and collection of waste. ✓

The Department was organized into the following divisions, which are discussed in turn:

Engineering  
Streets  
Water  
Lands and Buildings.

#### DIVISION OF ENGINEERING

The routine work of the engineering division consists in preparing plans and estimates for street paving, sewers and drains, establishing grades, serving notices for connections to sewer and water mains, and investigating complaints relative to these services. The cost of the office of the engineer, which is payable out of the general fund, has been reduced under the new administration by charging the engineering cost on any improvements to

the particular improvement affected. The following table shows the comparative costs of the Division:

Mayor-Council Plan		City Manager Plan	
Year	Cost	Year	Cost
1910 .....	\$17,600	1914 .....	\$9,000
1911 .....	17,800	1915 .....	10,200
1912 .....	20,900	1916 .....	8,200
1913 .....	8,000	1917 .....	6,500

The extent of the work accomplished in this division is shown by the following table:

Year	Streets and Alleys Paved Miles	Sewers Built Miles	New Grades Established For	Plans and Estimates Prepared	Investigations
1914	4.62	8.35	52 Streets	...	...
1915	3.8	7.11	102 Streets	112	454
1916	4.01	9.00	63 Streets	255	494

Contract work on public improvements has been greatly hampered by the abnormal conditions of labor and material markets. Contractors frequently refuse to bid on work advertised on account of the engineer's estimate being too low. As a result, the city since 1914 has done an extensive amount of construction work by direct labor, and usually at a saving over the lowest contractor's bid.

### *Eight-Hour Day for Labor*

During 1914, the eight-hour day was established for all laborers and employees working for contractors on public improvements. This meant an increase in wages of 25 cents per hour; that is, the laborers received \$2.00 for eight hours or 25 cents an hour, whereas they formerly received \$2.00 for ten hours' work or 20 cents per hour.

### *Notable Achievements Since 1914*

In addition to the usual routine work, a number of notable accomplishments have been secured by this division since 1914, as are described.

### *Topographical Survey*

A complete topographical survey of 16 square miles of the territory including Dayton and the immediately surrounding watersheds was made by the engineers. No accurate or reliable planning for the extension of drains, sewers, streets, etc., can be made without the data available by such surveys. This, in addition to a portion in the western limits mapped by the Miami Conservancy District, forms a complete, accurate and comprehensive topographical map of this region. It has already been invaluable in the work of planning the sewer and drain system of Dayton. It is safe to state that millions of dollars have been wasted in the United States through the failure of cities to avail themselves of accurate topographical maps on which to plan for the future territorial expansion as required with the increase in population.

### *Design for a Storm Sewer System*

The problem of the design of a comprehensive storm sewer system has been attacked in a scientific way for the first time.

Based upon a report by Metcalf and Eddy, designs have been made upon a rational basis for storm sewers in all parts of the city. These designs are based upon an exhaustive study of the duration and intensity of storms in this locality during a period of years. Rainfall records for Dayton, Cincinnati and Columbus for



long periods, together with the grades, character of topography and the character and condition of the ground surface in various portions of the city, have been made the basis of the design. Construction based on these plans has been aggressively followed. Dry Hollow Creek sewer, affecting millions of dollars of property on the west side, was completed, as also important mains in the east end.

### *Design for a Comprehensive Sanitary Sewer System*

At the time of the adoption of the new charter, one of the most important problems presented was that of sewage relief. As far back as December, 1911, the city engineer reported numerous complaints about the inadequacy of some of the sewer mains and recommended a study and report of a plan for relief. No action was taken except to provide emergency overflows into rivers as temporary relief. The system was designed in 1890, and many piecemeal extensions had been made to the original system, but no steps to provide relief through comprehensive study and planning of the problem of enlargement were taken under the old régime.

The new administration at once ordered the preparation of an accurate survey and map of the existing sewer system. Three men worked approximately one year and four months on this and surveyed and mapped 200 miles of sewers. Accurate gaugings were then made to determine the amount of sewage flow at various points and in gallons per capita of the total city population. Expert advice was taken in the report from Metcalf and Eddy on the quantity of sewage to be used as a basis for the new plans.

Based upon these recommendations, the gaugings, the

sewer survey and the topographic maps of the city and outlying area, a comprehensive design was made with the following objectives:

1. To relieve the existing overtaxed trunk sewers.
2. To provide sufficient relief sewers for future needs.
3. To remove the sewage from the various streams flowing through the city.
4. To purify eventually all the sewage of the city.

### *Storm Sewer Maps*

A survey has been made of all drains in the city. Old maps in the office of the city engineer were not usable and all data were retaken. Three men spent over a year on this work and 100 miles of storm sewer were surveyed and mapped.

It is probable that the citizens of Dayton have never appreciated to any considerable extent the great value of the solution of foregoing engineering problems. The wise and foresighted planning for the future, as evolved by the City Manager administration since 1914, with the advice of expert outside consultants, will mean more and more to the future of Dayton in every way — economically, industrially, physically and socially. The problems are solved not alone for the next few years, but in a manner that will permit of natural expansion as required.

### *Three Bridges Built*

In March, 1916, the non-partisan administration awarded the contracts for three bridges, at a cost of over \$400,000. There was nothing remarkable in the size of the contracts, but it is of interest to know that at the letting there were forty bridge contractors present.

They represented all sections of the country, and a Pacific Coast firm received the three awards.

The *Engineering News* of April 13, 1916, contained the following editorial concerning these bridges:

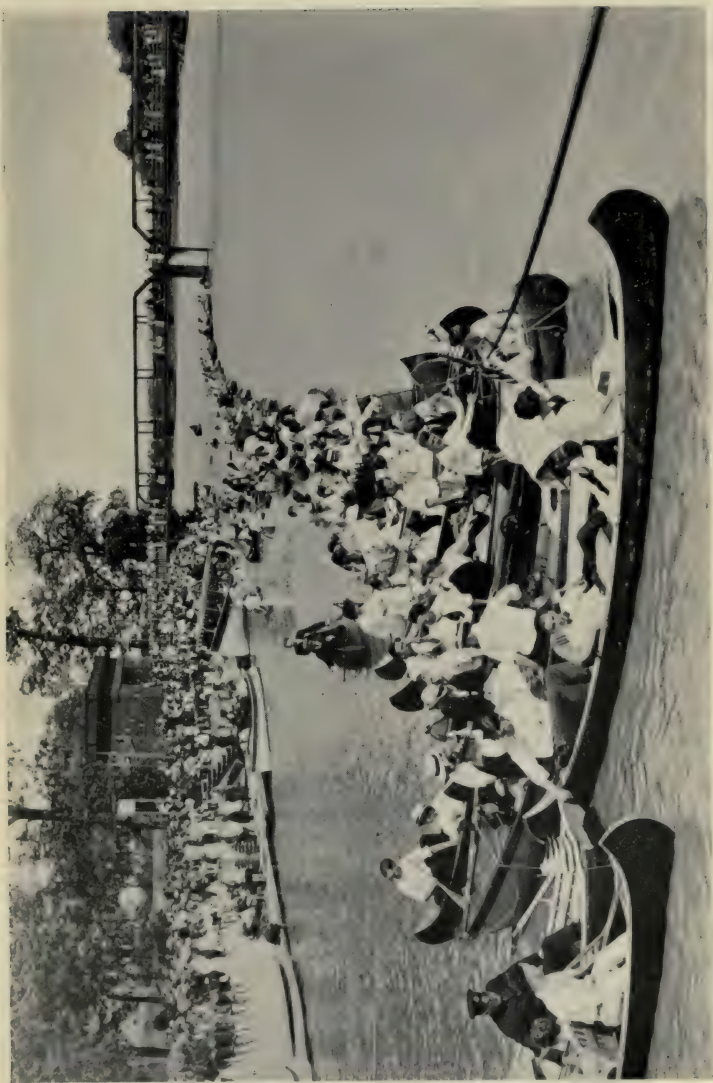
"One theory of getting low prices in contract letting is that the contractor should be induced to gamble — guess — as blindly as possible. Another theory is that by securing the fullest information of working conditions and throwing this open to all bidders, the lowest and best bid will be obtained. The city of Dayton, Ohio, has just demonstrated that the second theory is true.

"In calling for bids on three concrete arch bridges the city's engineering department made available to intending bidders unusually complete data on conditions. . . . It got a series of bids with hardpan prices; and when it awarded the contract it put back into the public treasury many times as much as was spent in getting the information for the bidders."

The Webster Street bridge was opened in 1917; the Keowee Street bridge early in 1918, and the Fifth Street bridge was finished in 1918, but not paved. The completion of these bridges was retarded through the inability of the contractors to secure labor and materials, which was due partly to the commandeering of material and equipment by the United States Government; to excessive rain and consequent high water; and to the decision of the Miami Conservancy Commission requiring the channel of the river to be cleared of all false work during the winter months before the piers were completed.

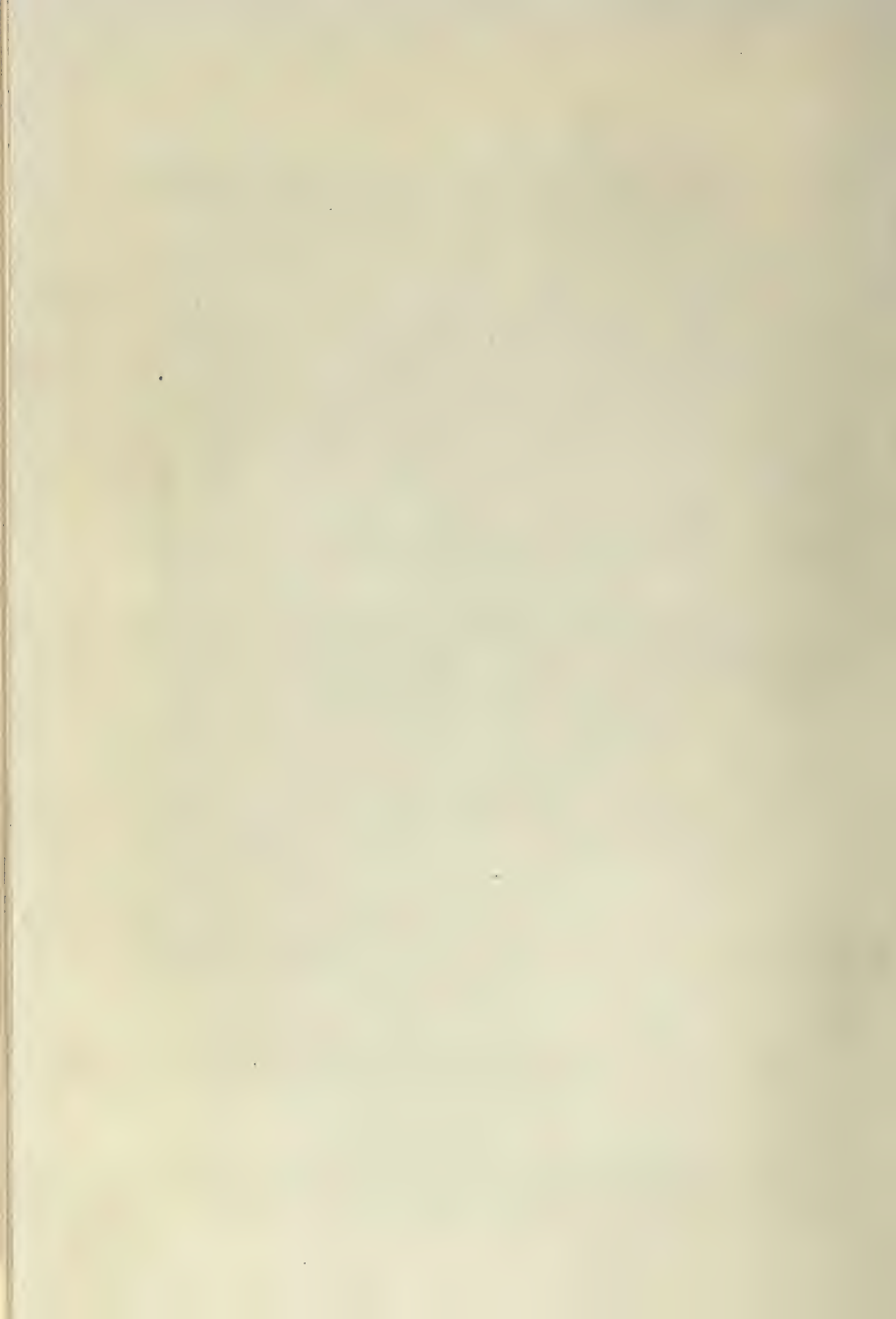
During 1914 permission was secured from the Ohio State Board of Public Works to fill and pave Valley Street across the Miami and Erie canal in place of installing a lift bridge, saving taxpayers \$12,500.

Plans and specifications were prepared for the rebuilding of the Island Park dam. This contract was awarded



A Scene on the Miami, Above the New Dam





and the work completed, to the benefit of boating and recreation facilities on the river.

#### BUREAU OF SEWER MAINTENANCE

This bureau has charge of the cleaning and repairing of the 200 miles of sanitary sewers and the 100 miles of storm sewers, the location and inspection of sewer connections, and the operation of a night soil disposal plant. Mileage has been increased at the rate of about 8 miles a year.

The extent of the activities is shown for 1915 and 1916, for which records are available:

Year	Miles of Sanitary Sewers	Storm Cleaned	Total	Catch Basins and Inlets Cleaned	No. of Loads of Night Soil Handled	Complaints Investigated
1915	1	55	56	7,000	....	250
1916	49	23	72	5,630	1,672	2,143

In 1917, 116 miles of sanitary sewers were constructed.

The comparative costs of this service under the two administrations are given below:

Mayor-Council Plan		City Manager Plan	
Year	Cost	Year	Cost
1910 .....	\$14,900	1914 .....	\$19,900
1911 .....	16,900	1915 .....	20,100
1912 .....	16,900	1916 .....	19,500
1913 .....	11,800	1917 .....	19,900

The chief explanation of this increased cost during the period 1914-1916 is found in the increased scale of wages paid.

#### STREET LIGHTING

There has been little change in the street lighting situation, because the contracts for street lighting made under

the old administration were still in force until 1916. Additional lights have been installed each year. In 1915, 38 arcs and 40 incandescent lights were installed; and in 1916, 18 arcs, 87 incandescent and 12 gas lights were installed.

During 1911 and 1912 the cost of gas and electric current was paid out of bond issues. An issue of \$25,000 was made in June, 1911, and a second issue of \$30,000 was made in December, 1911. Boulevard lighting continues to be paid for by special assessment. In 1917 there were 404 standard 5-lamp clusters in the downtown sections paid for by special assessment. The actual expenditures for street lighting are given in the following table for the period under review:

## COST OF STREET LIGHTING

Mayor-Council Plan				City Manager Plan			
Year	Bonds and		Total	Year	Special		Total
	Tax	Assess- ment			Tax	Assess- ment	
1910	\$ 64,900	\$	\$ 64,900	1914	\$ 96,200	\$17,800	\$114,000
1911	49,200	31,600	80,800	1915	99,500	17,400	116,900
1912	72,400	46,300	128,700	1916	94,700	13,600	108,300
1913	97,500	17,500	115,000	1917	93,800	15,600	109,400
Totals	\$284,000	\$105,400 <sup>1</sup>	\$389,400		\$384,200	\$64,400	\$448,600

<sup>1</sup> This includes \$54,800 of bond issues in 1911 and 1912.

During 1916 the cost of gas lights had been reduced from \$21.85 per year to \$14.03, and under the present agreement the price is about \$16.00 per light per year.

The city has issued bonds and purchased the poles and fixtures which formerly belonged to the lighting company; the old lamps have been replaced by an improved type which gives a much better light.

## DIVISION OF STREETS

*Office of Superintendent*

The office of the superintendent of streets was filled under the new administration by a man who had had extensive experience in handling contract work on various railways and who later had been in charge of street work in Cincinnati. The first duty of the new superintendent was the organization of his division. Supervisors were placed in charge of garbage collection, ash and rubbish collection, street cleaning, and service cuts, and foremen were placed in charge of the various street repair gangs. Standard routes and schedules were established. Formerly no cost records were kept and even the records of work performed were lacking. A complete new cost system was devised and installed, which gives unit costs for each of the 25 different activities of the division. Current monthly reports in the form of graphic charts are made to the service director and city manager.

As the fire division was motorized the horses were transferred to this division, with the result that by January 1, 1917, a stable with 40 horses was being maintained. A blacksmith shop was installed. The high price of forage led the superintendent to raise forage, and several tracts of land, amounting in all to about 150 acres, were rented and planted to corn and oats.

The stable is operated as a separate self-supporting enterprise. A revolving fund of \$8,000 was established and is used to pay the expenses of the stable. This fund is reimbursed monthly by payments made by other bureaus of this division and other city departments who use city teams and wagons. A charge of \$5 a day is



made for a team, wagon and driver. The cost of operation and maintenance of 11 motor trucks operated by this division is also paid from this fund and a charge of \$10 a day made against each bureau or other city department using these trucks. This method of handling the stable makes it possible for each bureau to show very nearly its true cost, since the stable cost is distributed over the bureaus actually using the teams.

The several services performed by the Division of Streets are discussed separately.

### GARBAGE COLLECTION

Mayor-Council Plan 1910-1913	City Manager Plan 1914-1917
Collections irregular and infrequent.	Regular collections because routes are standardized.
Collectors worked 5½ hours daily.	Collectors work full day.
Rules and regulations not enforced.	Rules and regulations promulgated and enforced.
Strict discipline lacking.	Constant supervision over men, teams and service.
Outlying districts neglected.	Collection throughout the entire city.
Weekly collection in summer and bi-weekly collections in winter.	Weekly collection throughout entire year.
Water and rubbish mixed with garbage.	Clean garbage.
Unsanitary conditions.	Sanitary conditions.
Shipped 12 tanks per car.	Shipped 22 tanks per car.

### COMPARATIVE SERVICE AND COSTS

Year	Tons Collected	Total Cost	Cost Per Ton	Year	Tons Collected	Total Cost	Cost Per Ton
1911	9,866	\$28,200	\$2.84	1914	12,627	\$26,200	\$2.07
1912	9,910	25,900	2.61	1915	15,506	24,900	1.60
1913	10,140	25,500	2.51	1916	16,334	25,200	1.55
Totals	29,916	\$79,600			44,467	\$76,300	
Average Cost per ton		.....	\$2.65	Average Cost per ton		.....	\$1.74

These results were achieved through:

Planned work to care for the needs of the whole city without regard for ward lines, favored sections, or favored parties.

Standard routes and schedules established.

Only those employees retained who perform a full day's work.

Supervision over men and methods.

Adoption of best methods and equipment.

Citizen coöperation encouraged and appreciated.

Throughout the period 1910-1913 garbage was collected by the city in a more or less haphazard manner. The service supposed to be rendered, and anticipated by the public, was the weekly collection in summer and the bi-weekly collection in winter, except in the center of the city where collections were made daily. The city was divided into ten collection districts and the garbage was hauled to the Taylor Street loading station, from which place it was shipped on freight cars to the plant of the Dayton Reduction Company.

The character of the actual service rendered can perhaps best be described by quoting excerpts from the minutes of the Board of Health. Under date of November 28, 1911, we quote the following:

"As numerous complaints are made to this department regarding the removal of this waste material (ashes and garbage) same not being collected as regularly as it should the Board desired to know why such a condition existed. Mr. Cox, speaking in regard to the garbage situation stated:—present equipment consists of ten two-horse wagons, and one single-horse wagon. During the summer period full equipment is used. To properly take care of the garbage situation twelve modern two-horse wagons should be in use. This would mean a weekly service throughout the resident district and daily service for the business district. The city should own all its own wagons.

"Regarding waste of time by spending part of their hours in

saloons, etc., Mr. Cox felt the public was much to blame. A rule of the department is that men should not receive tips of any sort and yet this is done and when investigation was made the public gives no assistance in having the wrong righted. The public should be compelled to put their garbage in proper metal-covered receptacles as called for in ordinance —. As it is now all sorts of receptacles are used to take care of garbage, old boxes, lard cans, cases and barrels being used. Cans and receptacles remaining uncovered are exposed to the rains and much water is hauled to the loading station as a part of garbage. Flies and insects of all kinds then become a pest."

Under date of July 25, 1911, Mr. Wuichet, President of the Dayton Reduction Company, made the following statement to the Board of Health:

"Garbage as now collected comes to them a great deal of time in a most rotten condition. This he claims is due to infrequent collections of same by garbage department.

"Garbage of to-day is likewise composed of a large amount of watery matter. Everything is put into the garbage can — tin cans, glassware, crockery, and any old thing.

"During the winter months only six wagons are in operation while in the heated season only ten are used in gathering up garbage."

It is evident from these excerpts that the garbage situation in Dayton was far from satisfactory. The collections were irregular and infrequent, rules and regulations pertaining to collections were not enforced with regard to containers or the mixture of rubbish or water with garbage, strict discipline was not exercised over the garbage collectors, the outlying districts of the city received infrequent or no service and complaints were numerous as to the unsanitary conditions. Since the collectors were paid so much a day for delivering two tanks of garbage the temptation was presented to collect a small amount of garbage from a few customers who were in the habit of



handing out tips and then drive to some hydrant and fill the tank with water, and there is much evidence to show that the garbage did contain an excess amount of water. Also, an investigation by the Bureau of Municipal Research showed the collectors were actually working five and one-half hours a day, and being paid for ten hours. The excuse offered by the supervisor was the usual one — lack of equipment and funds.

The new administration redistricted the city to cover the entire corporate limits and established a regular weekly schedule which has been maintained continuously throughout the years 1914, 1915, 1916 and 1917. The city was divided into ten collection districts; a two-horse wagon with driver and helper was assigned to a definite route for each day of the week. The supervisor of garbage was furnished a horse and buggy to travel over the routes, supervising the work and attending to complaints of citizens. In this way the regular weekly garbage collection has been maintained and the whole city has been covered. Definite rules and regulations were promulgated and distributed to residences. The first expedient which was adopted to enforce these rules was the refusal to take garbage that was mixed with rubbish and leave it to the health division to enforce removal at the expense of the citizens. This method proved to be slow and unsatisfactory and the plan was later adopted of pouring off the water on the ground near the garbage can and taking the garbage. This was highly resented at first by property owners and tenants, but proved to be a very effective way of securing compliance with the rules.

The cost of garbage collection includes also the cost of operation of the loading station and the freight charge incurred for hauling the cars to and from the garbage



plant. Under the old administration the city paid \$5 a car for hauling the garbage to the private reduction plant, a distance of  $1\frac{1}{2}$  miles. The new administration paid \$7 a car for hauling the garbage to the new disposal plant, which is about nine miles distant. This also included a switching charge.

Several improvements have been made in loading the cars, with the result that the number of cars required to haul the garbage has decreased from an average of 539 cars per year during the period 1910-1913 to an average of 271 cars per year during the period 1914-1916. During the earlier period only one tier of tanks was loaded on a car, whereas during the latter period two tiers of tanks were loaded on each car, and still later the garbage was dumped directly from the tank into the freight cars, and in this way most of the water was drained off. Only one-half as many cars are now required to haul the garbage. The following table shows the number of tanks collected, the number of cars shipped and the average number of tanks loaded on each car during the period under review :

Year	Tanks	Cars	Tanks per Car
1910	6,023	588	10
1911	6,211	594	10
1912	6,300	503	12
1913	6,425	473	14
1914	5,961	284	21
1915	6,465	273	24
1916	7,300	285	26

Instead of requiring additional wagons and additional funds, a better organization and closer supervision has made it possible to maintain a regular weekly garbage collection throughout the year for the entire city at an actual decrease in total cost. The following table shows

the tanks and tons of garbage collected each year, the total cost of the service and the cost per tank and per ton of garbage collected:

Year	Tanks	Tons	Total cost	Cost per tank	Cost per ton
1910	6,023	9,653	\$28,200	\$4.68	\$2.92
1911	6,211	9,866	28,200	4.53	2.84
1912	6,300	9,910	25,900	4.11	2.61
1913	6,425	10,140	25,500	3.97	2.51
1914	5,961	12,627	26,200	4.40	2.07
1915	6,465	15,506	24,900	3.85	1.60
1916	7,300	16,334	24,200	3.45	1.55
1917	....	15,933	26,700	...	1.68

The city has increased in population very rapidly during the last few years, yet garbage collection has been extended to the outlying districts as rapidly as they have been built up. To-day the city is collecting more garbage from a larger territory than ever before and yet the cost is less than before. In short, the citizens of Dayton have a more frequent, more regular and vastly extended service and they are securing this with an actual decrease in total cost of the service.

### GARBAGE DISPOSAL

#### Mayor-Council Plan 1910-1913

Private reduction plant.  
Damage suit cost city \$30,500.  
Average cost \$3,050 a year.

#### City Manager Plan 1914-1917

Municipal reduction plant.  
Net profit of \$28,400 in three years.

#### OPERATION STATEMENT, MUNICIPAL GARBAGE DISPOSAL PLANT — DAYTON

Revenue	1916	1917	1918
Sales of grease, tankage, etc. ....	\$31,300	\$37,600	\$71,200
Inventory on hand at close of year....	15,000	5,800	....
Total .....	\$46,300	\$43,400	\$71,200

Expenses	1916	1917	1918
Cost of maintenance and operation ...	\$27,700	\$35,400	\$48,800
Operating profit .....	\$18,600	\$ 8,000	\$22,400
Interest on bonded debt .....	\$ 2,750	\$ 3,875	\$ 5,350
Sinking fund reserve .....	1,950	2,775	3,900
Total .....	\$ 4,700	\$ 6,650	\$ 9,250
Net operating profit .....	\$13,900	\$ 1,350	\$13,150

### *Former Conditions*

During the period 1910-1913 the garbage of the city was disposed of by a private reduction company in accordance with the terms of a ten-year contract dated October 23, 1903. Under this agreement the city delivered the garbage to the plant of the Dayton Reduction Company free of charge and the Company disposed of it without charge. This company also disposed of all night soil and dead animals. The plant was located about one and one-half miles from the center of town. The city agreed to pay the freight on the cars required to haul the garbage from the loading station to the plant at a rate not exceeding \$5.00 per car for the round trip and to clean and sterilize all tanks after they were emptied.

The arrangement proved to be unsatisfactory to the private reduction company, to the city, and to the citizens. The reduction company did not make any profit on the venture and at no time did it declare a dividend on its stock. The chief reasons assigned for the failure of the enterprise were that the plant did not get all the garbage produced in the city and that sufficient care was not taken to keep foreign substances out of the garbage.

On a claim of non-delivery of all city garbage the reduction company brought suit against the city for damages in the amount of \$125,000, the claim covering the

first four years of the contract. A second suit for \$100,000 covering the three years following was brought by the company and a third suit covering the balance of the contract was threatened. In the early part of 1913 a compromise was effected and the city paid \$30,500 damages to the reduction company, and paid one-half of the court costs; this settlement covered the remaining life of the contract.

From time to time complaints were made to the board of health by residents of the city living in the vicinity of the plant that the plant was a nuisance. The following excerpt is taken from the minutes of the board of health dated November 4, 1910:

"From investigation made the Doctor felt that the above company allowing gases to escape they were certainly responsible for creating such nuisance. Also the East End Improvement Association has been raising very serious objections to the nuisances as mentioned above."

Upon the termination of the ten-year contract the city seriously considered letting a contract to a private company to collect and dispose of all garbage at a fixed sum each year, but such an agreement was not effected.

The new administration employed Mr. Stephen E. Wilson, an expert in garbage matters, to make a comprehensive study of the garbage situation; as a result of this investigation it was decided that the city should build and operate its own reduction plant. Mr. Wilson had charge of the construction of the new plant. The plant was completed at a cost of \$110,000. It is located at Whitfield, almost nine miles southwest of the city. An 8-room house was built in order to have the Superintendent living near the plant and additional houses have been erected to provide homes for some of the other employees.



During the intervening period, between the termination of the old contract and the beginning of operations at the new garbage reduction plant, all garbage collected was buried. The new reduction plant was placed in operation in December, 1915, and since that time the city's garbage has been reduced at its own plant. The proceeds received from the sale of grease and tankage have been greater than the cost of operation.

### ASH AND RUBBISH COLLECTION

Mayor-Council Plan 1910-1913	City Manager Plan 1914-1917
Collection made 1910-11-12; no collection in 1913.	Continuous collections.
Collection made once every four to seven weeks.	Bi-weekly collections.
No regular schedule.	Regular schedule.
Antiquated equipment.	Modern dump wagons.
No records kept of service performed in 1912 and 1913.	Cost records show cost per cubic yard collected.
Receptacles for ashes and rubbish not required; shoveling from ground.	Require rubbish to be placed in boxes or barrels and placed in rear of lot or at front property line.
Two helpers to each wagon.	One helper to each wagon.

### COMPARATIVE SERVICE AND COSTS

Year	Cubic yards Removed	Total Cost	Year	Cubic yards Removed	Total Cost	Cost per Cubic yard
1910	50,158	No records	1914	77,481	\$35,300	\$0.46
1911	57,158	kept showing	1915	87,000	32,200	0.37
1912	No records kept	total cost of this	1916	93,915	28,300	0.30
1913	No collections made	service	1917	86,120	19,000	0.34

In brief, there were more cubic yards of ashes and rubbish collected from a wider territory than ever before, during 1914-1917, and at a decrease in the cost.

These results were achieved through:

Work planned to cover entire city.

Standard routes and schedules established.

Supervision over men and methods.

Modern equipment and modern methods used.

Exact records kept of service performed and of costs, to show how leaks and losses might be eliminated.

No favoritism in hiring or retaining employees or in performance of work. Single devotion to the public interests.

Ash and rubbish collection was made by the city during the years 1910, 1911 and 1912, but this service was discontinued in 1913. The city was divided into eleven regular routes, but no regular schedule for collection was established. Definite rules and regulations governing the service were not enforced. Citizens were not required to place ashes and rubbish in receptacles and the city employees shoveled them from the ground. It required from four to seven weeks to cover the routes. Modern dump wagons were not used and the two helpers assigned to each wagon had to assist in unloading the wagons as well as loading. Twelve wagons were in use and to each wagon was assigned a driver and two helpers.

Since there had been no collection in 1913 the new administration found that ashes and rubbish had accumulated in cellars, yards and alleys, and a general clean-up of the city was started and three collections were made over the entire city. In May, 1914, regular routes were established and a four-week schedule was maintained until November, when a regular bi-weekly collection schedule was started throughout the entire city with a weekly collection in the center of the city. This has been maintained throughout the years 1915, 1916 and 1917. A spring Clean-up Day was inaugurated by this Bureau in 1915.

The city was divided into five districts and two wagons were assigned to each district and given a definite route

to be followed each day. Two extra wagons were used as required, to enable the wagons to keep up to the schedule. The collection force consisted of a supervisor, who was furnished a horse and buggy with which to travel over the routes, supervising the work and attending to citizens' complaints; twelve wagons with drivers and two helpers were assigned to each two wagons; fourteen modern ash wagons of four cubic yards' capacity were purchased.

The new administration by reason of a better organization, better scheduling and routing of work, better methods and modern equipment, has been able to give the citizens of Dayton a regular bi-weekly ash and rubbish collection throughout the city with a weekly collection in the center of town, in spite of the large increase in population which has resulted in an increase in the number of cubic yards to be removed and in the territory covered. During the city manager administration both the total cost and unit cost of the service has decreased.

#### STREET CLEANING

Mayor-Council Plan 1910-1913	City Manager Plan 1914-1917
No regular schedule.	Regular schedule.
Occasional cleaning during winter.	All streets cleaned weekly during year.
No records kept of work done.	Complete cost accounting system operated.

The following table shows the total mileage of paved streets and alleys and the total cost for street cleaning for the years given:

Year	Paved Streets and Alleys Miles	Total Cost	Cost per Mile
1913	97	Not available	
1914	101	\$34,500	\$341
1915	105	26,100	258
1916	110	27,300	248

The absence of records for the period 1910-1913 showing work done and cost of the service makes impossible any comparison. Both ash and rubbish collection and street cleaning were, until 1914, paid out of one fund and it is impossible to separate the costs of the two activities. Combining the costs during the new administration, for convenience in comparing, the following figures result:

ASH AND RUBBISH COLLECTION AND STREET CLEANING			
Mayor-Council Plan		City Manager Plan	
Year	Cost	Year	Cost
1910 .....	\$ 63,400	1914 .....	\$ 69,800
1911 .....	69,300	1915 .....	58,300
1912 .....	69,400	1916 .....	55,600
	<hr/>		<hr/>
	\$202,100		\$183,700
Actual saving, \$18,400.			

From conversations with former officials and with citizens, the following facts stand out:

The street cleaning work was done chiefly by hand and push brooms, and the rotary brooms and flushers owned by the city were little used; throughout the winter regular work stopped, and during the open months only occasional cleaning was done.

The city manager administration organized the street cleaning work so as to clean all the paved streets once every ten days, and later changed the schedule to once a week. The work performed consists of cleaning all the paved streets and alleys, flushing certain specified streets and removing snow and ice from the streets.

The business section of the city was cleaned daily by 16 patrolmen with brooms and push carts; about 10 miles comprising 274,000 square yards of pavement was cleaned in this manner.

The remaining paved streets of the city, about 85 miles



in length and comprising 1,359,000 square yards of pavement were divided into six standard routes, and were cleaned once a week by hand push brooms or by horse-drawn rotary brooms.

Seventeen miles of streets, mostly in the business section, and certain main thoroughfares were flushed three times a week and the cost of flushing was assessed to the property owners.

During 1914, 1915 and 1916 snow removal was performed by this bureau; there were removed 6,968, 5,778 and 8,883 cubic yards respectively, at a cost of about 20 cents a cubic yard.

Notwithstanding the fact that the mileage of paved streets has increased each year the total cost of cleaning has steadily decreased.

### STREET REPAIRS

#### COMPARATIVE COSTS AND SERVICE

Mayor-Council Plan				City Manager Plan	
	Paid from				
Year	Tax Levy	Bonds	Total	Year	Tax-Levy
1910	\$17,000	\$42,000	\$ 59,500	1914	\$ 42,800
1911	24,200	77,000	101,200	1915	70,800
1912		45,800	45,800	1916	63,500
Total.....			\$206,500	\$177,100	
Actual Saving, \$29,400.					

No records of work done.

Cost paid for out of bond issue.

Paid contractors \$1.58 per sq. yd. for asphalt street repairs in 1913.

Equipment not kept in repair.

Mileage of paved streets, 81 in 1913.

Complete cost accounting system.

Cost paid for out of current revenues.

Cost of asphalt street repairs 65 cents in 1916, by direct labor.

Repair shop established.

Mileage of paved streets, 93 in 1916.

There are no records to show how much was done on street repair work during the period 1910-1913. The funds were provided for this work in a large part by bond

issues. This is not considered good financing because street repair work is one of the costs of current operation of the city government and should be paid for out of current revenue. Soon after the flood an emergency bond issue was made and some part of this was devoted to the repair of streets, but aside from this emergency measure the new administration has paid for all street repair work out of current income. Dayton has about 93 miles of paved streets and 180 miles of unpaved streets. The mileage of paved streets and the per cent. of total mileage is given in the following table for the year 1916:

Kind of Pavement	Length in Miles	Per cent.
Brick	56	63
Sheet Asphalt	23	26
Concrete	7	4
Wood Block	2	3
All other	5	4
	<hr/> 93	<hr/> 100

Repair gangs are organized to care for each kind of pavement. The division owns and operates a fixed asphalt plant, a portable asphalt plant, several road rollers, several motor trucks, a large number of teams, wagons, and miscellaneous equipment.

The extent of street repair work done since 1914 is given in the following table:

Year	Brick		Repair Cost	Cost per	
	Sq. Yds.			Sq. Yd.	
1914	3,824		\$2,900		\$ .75
1915	2,871		4,400		1.53
1916	1,761		2,400		1.37
1917	3,729		4,600		1.24
Year	Asphalt		Cost per	Bituminous Macadam	
	Sq. Yds.	Cost		Sq. Yds.	Cost
1914	26,976	\$12,800	\$ .47	7,562	\$1,500
1915	36,042	19,200	.53		
1916	26,447	15,900	.65		
1917	22,723	18,200	.80		

## GRAVEL STREETS

Year	Cubic Yards Gravel Placed	Cubic Yards Dirt Removed
1914	5,620	4,750, cleaned 40 miles.
1915	10,964 on 106 streets, @ 61 cents per cu. yd.	8,000, cleaned 105 miles of streets and 40 miles of alleys.
1916	11,664 on 304 streets, @ 60 cents per cu. yd.	6,749, at 52 cents per cu. yd. 2,109, at 78 cents.
1917	6,628, @ \$1.03½.	

A large part of the cleaning of gravel streets is done by workhouse prisoners. The only cost for this work is the cost of supervision. An average of 26 workhouse prisoners were used at a cost of \$1,700 in 1915 and \$2,400 in 1916 for supervision.

This division has charge of scraping, cleaning and oiling of streets, the cost of which is paid for out of special assessments levied against the property benefited. Oiling of streets by the city by using heavy asphalt oil was started in 1914. The best evidence of the satisfactory results obtained is the fact that petitions received in 1915 covered over three times that done in 1914; namely, 36 miles in 1915 compared with 11 miles in 1914.

In addition to the regular repair work the division has charge of all cuts made in streets. Under the old administration the city made and restored cuts in paved streets only. The cuts in gravel streets were made by plumbers and service corporations. In May, 1914, the city took over the work of making all sewer connections in all streets from the sewer to the property line; a uniform rate was charged all plumbing based upon the dimensions of the cut made. The charges made cover the cost of the work.

In 1913 street repair work was done on asphalt streets at \$1.58 a square yard. The Andrews Asphalt Paving

Company of Hamilton, Ohio, entered into a contract on July 2, 1913, to repair asphalt streets, including binder, at the above figure. The cost of asphalt repair under the three years of the new administration ranged between 47 and 65 cents a square yard. The following table shows the number of cuts made, the cost of the work and the revenue received by the city for this service:

Year	No. of Service Cuts	Total Cost	Revenue
1914	1,158	\$14,800	\$15,800
1915	1,995	18,000	24,900
1916	1,769	17,100	23,800

The equipment of the city has been kept in good repair and several new pieces of modern road-making machinery have been acquired. By expending \$150 in the repair of the 10-ton road roller which was regarded as useless, it was possible to use this roller throughout the year. The expenditure of \$300 on the repair of the stationary asphalt plant enabled it to be operated for the first time since 1911. Two new road rollers and two new 5½-ton Mack trucks were purchased. Ten two-yard dump wagons were also purchased.

#### BRIDGE, WALK AND LEVEE MAINTENANCE

The Division of Streets is charged with the maintenance of bridges and levees, but owing to the limited funds available for this work only necessary repairs are made. During 1915, 105 repairs were made to bridges, and during 1916, 46 bridges were repaired. All levees along the Miami and Mad Rivers and Wolf Creek were reënforced during 1915 and were raised from 6 to 18 inches in various places.

Following is a table of comparative costs for this work;



Mayor-Council Plan		City Manager Plan	
Year	Cost	Year	Cost
1910	\$ 9,900	1914	.....
1911	11,600	1915	\$ 3,100
1912	7,200	1916	3,900
1913	1,500	1917	15,700

## DOG POUND

## COMPARATIVE SERVICE AND COSTS

Mayor-Council Plan			City Manager Plan		
Year	Dogs Collected	Cost	Year	Dogs Collected	Cost
1910	Not known	\$ 3,000	1914	1,775	\$1,200
1911	Not known	3,500	1915	1,941	800
1912	Not known	6,100	1916	1,757	800
Total 3 years.....		\$12,600			\$2,800
Actual saving, \$9,800.					

Throughout the period 1910-1913 the city employed a pound master to collect live dogs, and dead animals were removed by contract.

The new administration employed a dog catcher who collects both live and dead animals. This plan has resulted in a marked reduction in the total cost of this service.

## DIVISION OF WATER

Mayor-Council Plan 1910-1913		City Manager Plan 1914-1916	
Water supply deficient in Dayton View, Ohmer Park and Riverdale.		Abundance of water in all parts of the city.	
Water pressure below 30 pounds in many sections of the city.		A pressure of 60 pounds is maintained throughout the city.	
Householders were urged to conserve the water supply.		Householders may use water freely for all purposes at any hour of the day.	
291 gallons pumped per pound of coal in 1910.		In 1916, 437 gallons pumped per pound of coal.	
Cost of operation in 1912, \$121,000.		Cost of operation in 1916, \$96,000.	
Pumped 8 million gallons daily in 1910.		Pumped 12 million gallons daily in 1916.	
Mains of larger size than 12 inches, 30,000 feet.		Mains of larger size than 12 inches, 77,000 feet.	
Actual receipts in 1912, \$201,000.		Actual receipts in 1916, \$264,000.	

## COMPARATIVE STATEMENT OF SERVICE AND COSTS

## Mayor-Council Plan

Year	Total Services	Consumption Million Gallons Daily	Receipts	Operating Expenses	Debt Charges on Total Debt	Total Cost	Profit
1911	26,039	8.74	\$189,900	\$109,600	\$ 59,400	\$169,000	\$20,900
1912	27,874	9.52	201,000	121,100	61,000	182,100	18,900
1913	29,778	10.70	211,900	123,500	75,700	199,200	12,700
Total 3 years...			\$602,800	\$354,200	\$196,100	\$550,300	\$52,500

## City Manager Plan

1914	31,278	11.23	\$246,000	\$120,200	\$78,500	\$198,700	\$47,300
1915	32,623	9.89	228,800	98,100	82,600	180,700	48,100
1916	34,196	12.12	264,200	95,600	141,000	236,600	27,600
Total 3 years...			\$739,000	\$313,900	\$302,100	\$616,000	\$123,000

## STATEMENT OF OPERATION FOR 1916

## Expenses:

Operation .....	\$ 95,600
Depreciation .....	56,000
Taxes .....	28,000
Interest .....	118,000
Overhead .....	4,700

Total expenses .....\$302,300

Net profit .....\$ 95,200

## Revenues:

Sales of water and meter rents .....	\$254,000
Amount city should pay for water used for public purposes and fire protection .....	143,500

\$397,500

In 1917, there were 35,835 services; receipts were \$294,700 and expenses \$247,700.

Thirty-two per cent. of the consumers pay the minimum annual charge of \$4.40. Only three of the cities in the U. S. having a population of 100,000 to 300,000 in 1915, having a municipally owned plant, charged lower rates per 1,000 cubic feet than Dayton and only six lower minimum rates. The rates were raised by the city commission in 1918, and since that date these figures would

be revised as against the year 1917, on which they were based.

*Notable Achievements since January, 1914*

WATER SUPPLY

Greatly increased the supply of water available previous to January, 1914, by the following improvements:

Ten new wells completed at Tate's Hill.

All wells connected up with water supply system.

Emergency supply of 12,000,000 gallons daily secured through purchase of Bimm lands.

Cleaned wells and eliminated leaks.

PUMPING PLANT

Capacity increased 68 per cent.

Gallons pumped per pounds of coal increased from 291 gallons in 1910 to 437 gallons in 1916.

One billion more gallons pumped in 1916 over 1910, using 722,000 pounds less of coal.

	1916	1910
Gallons pumped .....	4,727,928,000	3,391,623,000
Coal used, pounds .....	10,924,000	11,646,030
Coal used, tons .....	5,426	5,823
Coal cost per ton .....	\$2.24	\$2.50

DISTRIBUTION SYSTEM

Comprehensive plan prepared for all future mains laid adequate for a city of 300,000.

Increased size of mains larger than 12 inches from 30,000 feet to 77,000 feet.

Increased mileage of mains 30 miles in three years.

*Organization*

The new charter made possible a more compact and centralized organization in all departments and nowhere

were the good features of this new plan more evident than in the division of water.

Formerly the office manager, chief engineer, and the construction superintendent were appointed by and reported directly to the director of service. Under this plan the three departments of the water works were managed as more or less separate and distinct units. The only person directly responsible for the coördination of the activities of these three units and for the operation of the water works as a whole was the director of service, who had so many additional demands upon his time connected with the supervision over the Departments of Streets, Engineering, Lands and Buildings, Public Markets, and other minor activities that he could not devote sufficient time to the supervision of a large public utility like the water works.

One of the first acts of the new administration was to employ a trained engineer as superintendent of the water works. This superintendent was placed in direct charge of all the activities of the plant and reports directly to the director of service. To this position was appointed a technical graduate in engineering with several years' practical experience. The work of the water works was organized under three bureaus,—Revenue Collection, Pumping and Supply, and Construction and Maintenance. This new organization has resulted in economies and improvements in each of the bureaus, which have paid many times over the added cost of a superintendent.

### *Bureau of Revenue Collection*

The Bureau of Revenue Collection has charge of the bookkeeping work, makes out all bills, makes collections, reads meters, keeps all cost records, and other financial



records of the department. Beginning in December, 1914, a new system of collecting water rents was put into effect. It was formerly the custom to collect water rents quarterly from all consumers in the city at the same time, which necessitated having 10 or 12 meter readers temporarily employed for between 5 or 6 weeks of each quarter.

Under the new plan the city was divided into three collection districts and each district paid its water rents in different months. The 10 or 12 meter readers who were paid \$3.00 a day were displaced by 3 men on for 313 days at the same rate, with the result that 80 per cent. of the complaints were eliminated. The meter readings are more accurate, the work in the water department is more equally distributed over the whole year and the receipts of the division are more nearly uniform each month. The same number of men now handle 25 per cent. more work.

### *Bureau of Pumping and Supply*

The Bureau of Pumping and Supply is in charge of a supervisor of pumping, under whose supervision the efficiency of the plant has been increased 50 per cent. over 1910.

The number of gallons pumped per pound of coal increased from 291 in 1910 to 437 in 1916 — an increase of 50 per cent. A billion more gallons of water were pumped in 1916 than in 1910 using 700,000 pounds less of coal.

	1916	1910
Gallons pumped .....	4,727,928,000	3,391,623,000
Coal used, pounds .....	10,924,000	11,646,000

The daily pumpage required from the pumping plant is

50 per cent. greater than it was six years earlier. In 1910 an average of 8,000,000 gallons per day was required, whereas to-day the daily average required is 12,000,000 gallons.

The payroll at the pumping station has been reduced from \$24,000 in 1913 to \$18,000 in 1916. A part of this saving is due to the discontinuance of a booster station at Linden Avenue, and the removal of the pumps to the Keowee Street pumping station. This change made it possible to discontinue the services of the two pump tenders formerly stationed there. Other savings have been effected through a reduction in the amount of miscellaneous labor employed around the plant. The number of days' labor was reduced from 1,930 days in 1913 to 500 days in 1916, thus effecting a saving of \$2,800.

### *Bureau of Construction and Maintenance*

The Bureau of Construction and Maintenance has charge of the laying of new mains, making water connections, cleaning and repairing and setting meters and all work connected with the maintenance of the distribution system.

The payroll cost of this Bureau in 1916 had not increased over what it was in 1913, notwithstanding the fact that the Bureau was charged with the maintenance of 30 more miles of mains than were cared for in 1913. During each of the years 1914, 1915 and 1916 from one-third to one-half of all the meters in use were repaired. The figures are as follows:

Year	Meters in Use	Meters Repaired
1914	25,308	14,286
1915	26,639	11,037
1916	27,992	8,501
1917	29,225 (82% of services)	7,938

A valve gang was organized to make a systematic inspection and report on the 5,000 water valves throughout the city. These had been neglected for years and many had become inoperative.

The following table shows the scope of work performed by this Bureau during the periods under review :

Year	Total Length of Pipe in Use				Total Hydrants in Use	
	Feet	Miles	Feet	Miles	Number	Increase
1910	957,738	181			1,889	
1911	995,222	188	37,484	7	1,944	55
1912	1,039,234	196	44,012	8	1,991	47
1913	1,066,689	201	27,455	5	2,030	39
Totals.....			108,951	20		141
1914	1,077,518	203	10,829	2	2,030	0
1915	1,181,863	223	104,355	20	2,081	51
1916	1,221,777	230	39,914	7	2,112	31
Totals.....			155,098	29		82

Year	Total Meters in Use		Total Services	
	Number	Increase	Number	Increase
1910	19,041		23,717	
1911	20,900	1,859	26,039	2,322
1912	22,400	1,500	27,874	1,835
1913	23,784	1,384	29,778	1,904
Totals .....		4,743		6,061
1914	25,308	1,524	31,278	1,580
1915	26,639	1,331	32,623	1,345
1916	27,996	1,357	34,196	1,573
Totals .....		4,212		4,418

It will be observed that 9 more miles of pipe were laid during the period 1914-1916 than were laid during the period 1911-1913; whereas the number of hydrants, meters and services installed during the latter period were 59; 531; and 1,643 less, respectively.

### *Far-Sighted Planning*

Besides its effort toward economy and efficiency through better organization and attention to administrative details, the new government immediately took up the question of increasing the water pressure and supply throughout the city and of putting the water works on a sound financial basis. It directed its efforts along three lines: first, increasing the size of the distributing mains; second, increasing the pumping capacity; and third, increasing the water supply.

### *Distributing Mains*

The firm of Pollard and Ellms was employed to make a complete report on the water works situation together with an historical valuation of the water works property. The report of this firm recommended a complete rehabilitation of the distribution system and outlined a plan of development to provide for the condition which was estimated would prevail in 1930. This involved replacing many of the old mains with new and larger mains and the city is now carrying out this plan and program. Owing to the fact that the city had a comprehensive plan and knew the quantity of pipe which would be required, it was enabled to place an order for 6,500 tons of iron pipe in December, 1914, when the price of iron was at its lowest point. This was purchased for \$21.40 a ton delivered. Three months later the price rose to \$22, a year later to \$28, and it has gradually increased in price until in April, 1917, the price was \$55 a ton.

It was necessary to build two lines across the river. The first line which the city laid across the river by day labor cost \$3,000 as compared with the contractor's bid of \$8,500; while the second line cost \$8,200 as compared



to the \$10,000 bid. The work was carried on during the winter of 1914 and 1915 in order to give employment to a large number of unemployed men. Over 2,000 men were given employment. Men were changed and paid off daily in order to distribute the benefits as widely as possible. The department laid during the years 1915 and 1916 as many feet of mains of larger sizes than 12 inches as were laid throughout the entire history of the water works. The lineal feet of sizes larger than 12 inches increased from 30,000 to 77,000 during these two years. The department has practically stopped laying pipe of four inches or less, only 2,400 feet have been laid in the past two years. A new 900,000-gallon reservoir was constructed at Fairview Avenue, which resulted in increased supply to Dayton View.

### *Pumping Capacity Increased*

No addition had been made to the pumping capacity since 1901. In 1915 a 4,000,000-gallon high pressure pump was installed and in 1916 a 20,000,000 low pressure turbine pump was installed. The capacity of the plant was thus increased from 35,000,000 gallons to 59,000,000 gallons or an increase of 68 per cent.

### *Water Supply Increased*

Improvements were already under way to increase the water supply when the new government came into power. Plans had been formulated for increasing the supply by driving additional wells at Tate's Hill. The development of this supply was started in 1912, land was purchased, a 36-inch line over two miles in length was laid and 16 wells were finished before January 1, 1914. The new

government rapidly pushed this work to completion by drilling 10 additional wells and connecting up all the wells with the water system. The completion of Tate's Hill supply added 8 million gallons per day to the water supply of the city. The supply can be increased by adding new wells and by making other minor changes at small costs. Two-thirds of the wells at the Keowee Street pumping station were cleaned out, and their flow increased in some instances from 50 gallons a minute to 700. Numerous cracks and leaks in the existing mains were found and eliminated.

In 1915 Bimm Lands were purchased by the city at a price of \$67,000, which was less than one-fourth of the former price asked when the city was contemplating purchasing these lands prior to 1914. The purchase of this property will afford an emergency water supply of 12 million gallons daily. The net result of these improvements has been that the water supply is vastly greater than it was in 1913. These various changes have changed the situation in Dayton from one of no pressure on wash days and during sprinkling hours in Dayton View and the West Side to one of adequate pressure and supply at all times in all parts of the city.

### *Activities under Way*

With a direct pumping system such as exists in Dayton, it is necessary that the supply of water and the capacity of the pumping plant and distribution system shall be equal or in excess of the heaviest domestic demand for water, which time generally falls between the hours of 5 to 7 in the evening. In addition the capacity of the plant must be sufficient to handle a serious fire on top of this

heavy domestic demand and to do this with one or two pumps out of commission.

The average daily consumption of water during 1916 was 13,000,000 gallons. The daily range was from 11,000,000 gallons in the winter to 15,650,000 gallons during the summer months. The maximum daily consumption was one summer day when it reached 19,380,000 gallons. The maximum hourly demand for water at any one time during the year was at the rate of 38,000,000 gallons per day, and the pumping plant and water supply and distribution system has to be sufficient to furnish that amount of water and to furnish sufficient water to handle a serious fire.

The water works has prepared plans for the construction of a large storage reservoir which will equalize the fire pressure, permit more efficient distribution, and require less pumping capacity. The firm of Metcalf and Eddy was employed to pass upon the plans of the water department. The report of Metcalf and Eddy contains the following significant statement:

"The present water consumption has already approached dangerously close to the limit of capacity of the existing works. The great fluctuation in rate of pumping from 6,000,000 to 32,000,000 gallons daily is undesirable and can be avoided without burdensome expense by providing reservoirs and necessary reënforcement of the distribution system. Desirable margins of safety no longer exist."

The city constructed in 1918 a large reservoir, of 10,000,000 gallons capacity, which will equalize the present fire pressure and enable the pumps to operate at higher capacity and efficiency. This improvement cost \$142,000, and is placed on a hill in the southeast section of the city.

## WATERWORKS COSTS

The revenue from a municipal waterworks plant should be sufficient to pay all operating expenses and the interest and sinking fund charges on all the outstanding bonds in order for it to be regarded as a self-supporting utility. It should not pay for additions to the plant out of current income.

If, therefore, the total receipts of the waterworks for a period of years are compared with the total operation costs plus the interest and sinking fund charges, it may be determined in a general way whether the plant has been self-supporting.

These figures are given in an earlier table. The figures show that calculating on the above basis the waterworks plant has been operating at a profit during the past six years. The total net profit during the past three years is \$71,000 greater than the total net profit earned during the three years 1911, 1912 and 1913.

The figures given in the table show in a general way the success of the plant, but it requires considerable deeper study to arrive at an approximately true estimate of the net earnings of the plant because neither the actual receipts nor the actual expenditures represent true earning or true expenses of the plant.

*Revenues*

For example, the actual receipts of the waterworks during 1916 were \$264,000. This sum includes approximately \$10,000, which should not be regarded as revenue since it represents the amount paid by property owners for new services installed by the waterworks, so that the revenue of the plant was approximately \$254,000. In addition to furnishing water to private consumers a mu-



municipal waterworks also furnishes water for public use on streets and for sewers, fountains, public buildings, and for fire protection to property, but the plant is not ordinarily given credit for the amount of water supplied for these purposes. A rough estimate of this service is sometimes made and allowed for by charging a fixed sum for each hydrant, but this is very unsatisfactory because the cost of fire protection bears a very slight relation to the number of hydrants. A conservative estimate of the value of the water used for public purposes and for fire protection has been computed to be \$143,000, so that this amount should be added to the actual receipts in order to arrive at the revenue of the plant for the year 1916.

### *Expenses*

The actual expenditures of a plant for a year can not be taken as the true expenses, for the reason that additions to the investment of the plant may have been made out of current income and no allowance may have been included for paying the interest and sinking fund charges on the outstanding waterworks bonds.

The expenses of a waterworks plant should include the following items when determining the net earnings of the plant:

- a. All cost of operation, including salaries, office expenses, cost of pump, maintenance of mains, etc.
- b. Depreciation.
- c. Taxes.
- d. Interest on investment.
- e. Overhead.

If these charges are all included a very close estimate of the actual results of operation for the year 1916 will result.

Expenses		Revenue	
Operation:		Total receipts .....	\$264,140
Office of Supt. ....	\$ 5,100	Less capital outlay re-	
Revenue collection ...	14,300	funds .....	10,140
Pumping and supply..	42,100		<u>\$254,000</u>
Construction and main-		Amount city should pay	
tenance .....	44,200	for water used for	
	<u>\$105,700</u>	public purpose and fire	
Less capital outlay...	\$ 10,100	protection .....	<u>\$143,500</u>
	<u>\$ 95,600</u>		
Depreciation .....	56,000		
Taxes .....	28,000		
Interest .....	118,000		
Overhead .....	4,700		
Total .....	<u>\$302,300</u>		<u>\$397,500</u>
Net profit .....	\$ 95,200		

The net profit of the plant for the year 1916 was somewhere in the neighborhood of \$90,000, and this was secured without an increase in charges for water rates or meter rents. The following table shows a comparison between results obtained at the waterworks during 1913, the last year of the old administration, and during 1916:

Expenses	1913	1916
Operation .....	\$123,500	\$ 95,600
Overhead .....	6,100	4,700
Depreciation .....	50,900	56,000
Taxes .....	28,000	28,000
Interest .....	102,600	118,000
Total expenses .....	<u>\$311,100</u>	<u>\$302,300</u>
Revenue .....	\$212,000	\$254,000
Amount city should pay .....	143,500	143,500
Total revenues .....	<u>\$355,500</u>	<u>\$397,500</u>
Profit .....	<u>\$44,400</u>	<u>\$95,200</u>

## DIVISION OF LANDS AND BUILDINGS

The Superintendent of Lands and Buildings has charge of the operation and maintenance of the City Hall building, Central Police Station, the Public Markets and Municipal Garage.

*City Hall Building*

By making alterations in this building in 1914, quarters were provided for the three judges of Municipal Court, the City Manager, Purchasing Agent, Policewomen, and City Sealer. This saved a proposed expenditure of over \$2,000 a year for rent. Some of the offices were remodeled and repainted, re-wired and alterations and repairs made from time to time to facilitate the operations of the various departments. Part of the exterior of the building was cleaned by sand blasting and painting. By heating this building with purchased steam, two old boilers and the services of two engineers were dispensed with, effecting a saving of \$700 per year. Two public comfort stations have been constructed at the Main Street entrance of the building, one for women and one for men, after years of agitation for these necessities.

*Public Markets*

Following an old established custom in Dayton, the sidewalks and curb spaces on several downtown blocks are rented to farmers and others three days each week for market purposes. A children's market has been established on Fourth Street, where they sell the products of their own gardens.

The city has two public markets, the Central Market

which occupies the first floor of the City Hall building, and the Wayne Avenue Market. Many improvements were made in these public markets in the way of installation of cases for the protection of foods, the hanging of door and window screens and the laying of new floors. The receipts from the public markets have increased from \$25,000 a year in 1911 and 1912 to \$27,000 in 1915 and 1916.

### *Municipal Garage*

Among the first acts of the new city administration was the establishment of a central motor garage for the repair and adjustment of all motor equipment. A supervisor and several mechanics were employed to keep the cars of the city in repair. This has resulted in a considerable saving to the city. A new garage with a capacity of 34 cars was built. Much of the material for this building was secured from the old bridges which were torn down preparatory to erecting new bridges. Rooms for the central city storehouse and the office of the Superintendent of Lands and Buildings were also provided.

The city had in 1916, 89 autos of eight different makes. Cost records are kept of the cost of repairing each car and this information is summarized and submitted monthly to the City Manager and Service Director. The first method adopted for defraying the cost of repairing automobiles was the payment of all repair charges out of one fund called the Motor Garage Fund. This method proved unsatisfactory because it placed no direct responsibility upon the various city departments to keep down their repair costs. The plan finally adopted in the 1916 budget was to make provision in the budget of each city department for the repair costs of its own ma-



chines and to create a revolving fund sufficient to operate the garage about two months. The garage billed the departments for all repairs made and the departments paid their bills and reimbursed the revolving fund. This method places responsibility for repairing directly with the departments owning and using the cars and tends to hold down repair costs. An automobile evening school has been started where training is given in actual handling of motor vehicles and talks are given to city employees using passenger autos, trucks and motorcycles.

## CHAPTER VIII

### GETTING AND SPENDING

THE charter provides for a Director of Finance who shall be appointed by the City Manager and be in charge of the Department of Finance. He is also Secretary of the Trustees of the Sinking Fund. Under him there shall be a City Accountant, City Treasurer and a Purchasing Agent. In practice, the Director of Finance has acted also as City Accountant. It is questionable whether this consolidation of offices has been a wise move because the department has been undermanned from the very beginning of the present organization.

The work of the Department is divided into three divisions,—Accounting, Receipts and Disbursements, and Purchasing. Purchasing is reviewed in a separate chapter.

#### DIVISION OF ACCOUNTING

This Division has charge of the financial records of the city, the payment and audit of all claims, the preparation and certification of all special assessments for public improvements and the issuance of licenses.

One of the first tasks of the Division was the revision of the accounting system from a cash basis to an accrual and appropriation control basis. Until 1914, the accounting system was similar to that commonly found in cities, one which affords a check over cash receipts and disbursements only. A control over appropriations and accounts receivable and payable had never been introduced. Property records did not exist.

The system as first contemplated has never been fully installed, due primarily to the fact that the head of the Department, who was a public accountant trained in private corporation work only, never fully appreciated its necessity and never really entered into the spirit and possibilities of his public position; and also to the fact that the City Manager, being of the engineering profession, did not know the intimate details of a municipal accounting procedure which would afford him promptly and accurately the information he desired. Outside assistance was offered the Department,—but it is impracticable to attempt to force a procedure upon any department of the city government. A model procedure will be a success only so far as the responsible public official is willing to accept and operate it.

The system is designed to reflect, not alone current cash receipts and disbursements, but income and expense data as well, and further to afford control over current funds, equipment, stores and permanent property. It is not generally recognized in municipal accounting procedure that extensive losses to the taxpayer result through misapplied supplies and materials, and even some classes of equipment, and this shortcoming is sought to be remedied in Dayton.

The desired procedure has been adopted to the extent that all official accounting control for the city is had in the Department of Finance. Records of revenues continue to be maintained in the several collecting departments, as water, engineering, etc. Reports are made currently to the central office by them.

In recording disbursements, the system adopted provides for all accounting to be done by the central office, inasmuch as the preparation of vouchers is centered in

the division of purchasing, and all disbursements are made through the treasury.

The procedure governing appropriation accounting is the most substantial improvement made over that formerly obtaining. Even in this, however, the system is weak in that while a central control is absolute the information about the several appropriation accounts is not always immediately available to the departmental offices as needed. In practice, therefore, the several offices find it convenient to maintain memorandum accounts of appropriations, balances, orders and expenditures.

Overdrafts of appropriations are prevented by requiring orders for supplies or services to be certified as to sufficiency of funds by the Accounting Division before they may be placed. At the end of each month statements are taken from the books showing expenditures, encumbrances against appropriations and available balances, and copies of these monthly are submitted to the City Manager and each of the departmental offices.

The entire program for maintaining such records as will afford control over equipment and permanent property, as well as cost data by functions of the government, is before the department and is gradually being carried into effect. It is unfortunate for the City Manager form in Dayton that credit cannot be given it for the operation of a complete and model municipal accounting system so far in its history.

### *The Budget*

Since the new form of government went into effect, the city has been operated under a segregated budget. This, together with the accounting control afforded by the appropriation accounts, has made it possible for the Com-



mission and City Manager to control expenditures and live within the current income of the city. That this end, so loudly proclaimed as a desirable and necessary feature in 1914, has not been achieved in 1917 and 1918, is due solely to policy and not to the failure of the accounting system or budget.

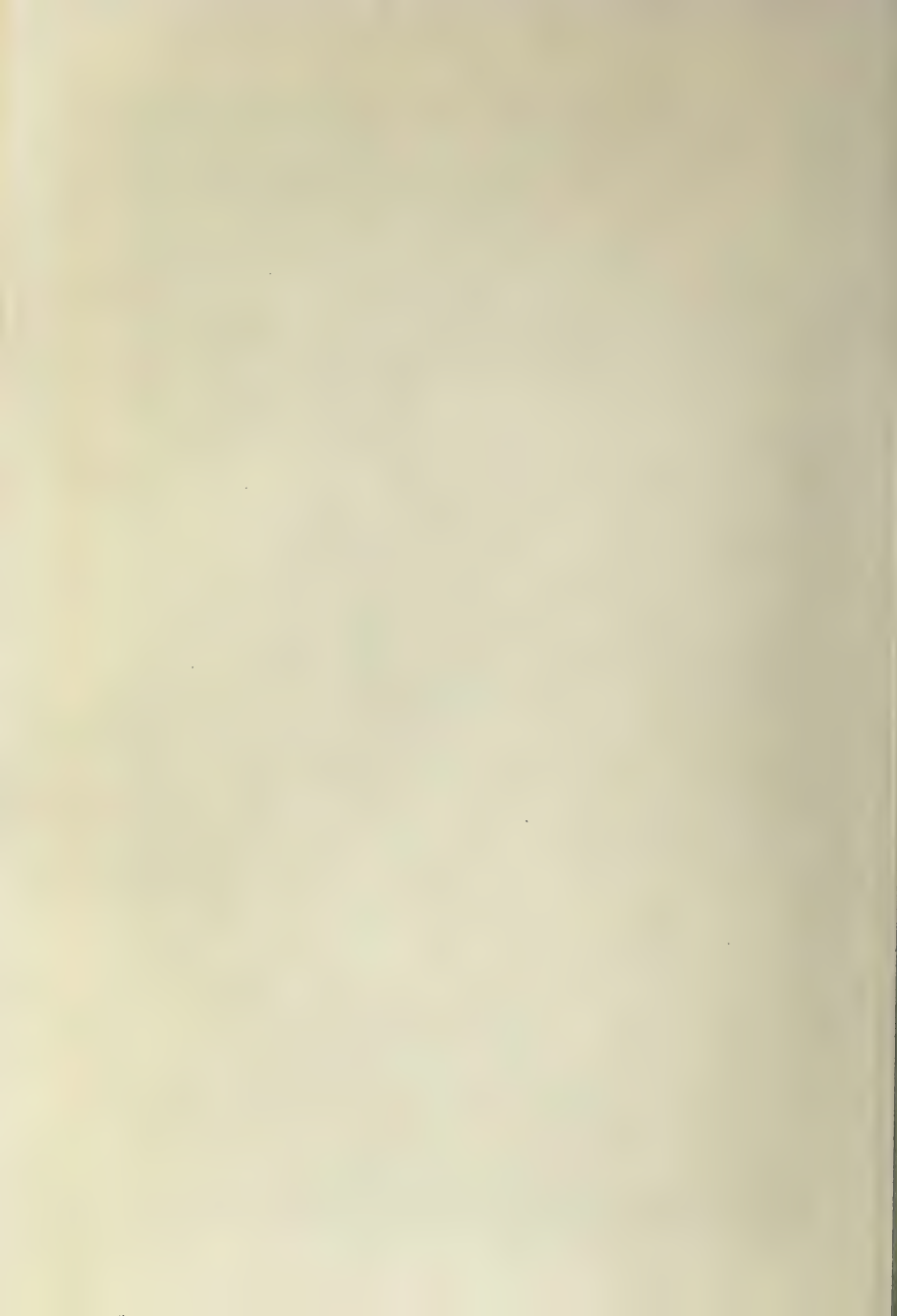
The charter provides for a public hearing on the budget each year. There was considerable public interest manifested at the first public budget hearing, but year by year the interest of the public has waned until now only a few citizens attend the meeting and the majority in attendance are city officials and employees. As a means of exercising administrative control over expenditures, the budget has proven to be a very effective instrument, but as a means of educating and interesting the public in civic matters, the public hearing on the budget leaves much to be desired.

### *Continuous Audit*

In addition to the audit of the city's books by the State Bureau of Inspection of Public Offices, the Commission employs directly a firm of certified public accountants to make a continuous audit of the city's books. This was a distinct feature of the new charter, although it is highly probable that a provision that the Commission should permanently employ an auditor, answerable directly to them, to serve as a check upon the administrative branch in all financial matters, would be fully as expedient and economical. The audit serves as a valuable check upon the correctness of the accounts and methods, and assures the Commission through current reports that the financial procedure is sound and correct.



A City's Finances May be Told So Plainly Every Citizen Can Understand  
Charts at the Municipal Exhibit



## DIVISION OF RECEIPTS AND DISBURSEMENTS

This Division has charge of the receipt and disbursement of all public funds belonging to the city. It handles about 750 payrolls involving over \$700,000, and pays off 24,000 employees with an average of \$1,000 each semi-monthly payroll. A schedule has been worked out whereby the payrolls of the various departments are paid on different days of the month, thereby distributing the work more evenly through the month. All city employees are paid in cash with the exception of the City Manager, the Commissioners and the heads of departments, who are paid by check. By having the paymaster travel around to various places where laborers are working an annual saving of about \$1,500 is effected, as time is no longer wasted in coming to the Treasurer's office for pay.

*Bonded Debt*

The bonded debt of the city has steadily increased until on January 1, 1917, it was \$7,280,000. Nearly \$1,000,000 of this increase was made as a result of a vote by the people. Starting January 1, 1914, the city adopted the policy of issuing sinking fund bonds and setting up a reserve for retiring the bonds at maturity. A study of the sinking fund requirements as of September, 1917, showed that there was an excess of several hundred thousand dollars in the fund over actual requirements.

*Taxation and Finance*

The adoption of a new home rule charter did not free the City of Dayton from the restrictions of the State laws regulating the power of cities to levy taxes.

In Ohio there is a well-known Smith "One Per Cent.



Law,"— which is in reality a one and one-half per cent. law,— which limits all taxes levied for State, county, school, township and city purposes to 15 mills, or \$15 on each \$1,000 of assessed property valuation. This law was passed in 1910, and its purpose was to bring out all personal property, through a guaranteed maximum tax rate, and to place all real property on the tax lists at 100 per cent. of its true value. The history of taxation in Ohio since the adoption of the law shows that it has failed in its primary purpose, but it has served to curtail the activities of the larger cities of the State. Under its operation the cities have been compelled to forego necessary expenditures through the encroachment of the State, county and school districts, as the latter have been in position to secure action on their requests first, and the remainder of the tax rate has gone to the cities.

#### *The Smith One Per Cent. Law*

The main provision of the law, in addition to the 15-mill maximum above cited, is that there shall be a maximum tax levy for the five taxing districts of 10 mills, or 1 per cent. (hence the name) on the dollar for current operation and for sinking fund and interest charges on bonds issued since June 2, 1911, without the vote of the people.

The same law provides also that, in addition to the 10 mills for operation, a levy of not to exceed 5 mills may be made for interest and sinking fund requirements of bond issues prior to June 2, 1911 (the date the law became effective), and debt charges and sinking fund requirements on bonds authorized by vote of the people since that date. The law further provides that the debt charges on certain bond issues, as those for flood relief,

epidemics, and State highway bonds, may be levied, in addition to the two levies already mentioned.

Should the demands to be made of the 5-mill levy for certain bond issues not be equal to the limit authorized, any remaining balance up to that limit, 5 mills, may become available as a tax levy if authorized by a sufficient majority of the voters. By taking advantage of this interpretation, then, it is apparent that the total levy by any city might exceed the 15-mill maximum by the amount levied for emergency purposes.

To illustrate, a levy might be comprised as follows:

10-mill levy, for operation and sinking funds since June 2, 1911, without vote of the people.....	10 mills
5-mill levy, for sinking funds prior to 1911, and since 1911 with vote of the people; balance unused for these needs, available for operation if voted by the people .....	5 mills
3-mills, as required for emergency, as highways, epidemic and flood relief.....	3 mills
	<hr/>
Total levy.....	18 mills

The tax rate for Dayton for 1918 is 18 mills,— due to the levy of 2.845 mills levied for the flood relief work being done by the Miami Conservancy District, a political subdivision of nine counties, created by special act of the State legislature. This example shows that the Smith Law is complex, as well as that it in fact does not in some cases restrict the tax rate to the 15-mill maximum originally contemplated.

The story is only half told, however. There is an internal limitation of the law establishing a maximum limit for each taxing district for operation as follows: for the State and county 3 mills; for the township 2 mills; for the school district 5 mills; and for the city 5 mills,— or a

total of 15 mills. The problem lies in the necessity of making an adjustment among these districts so that the total of the 15 mills theoretically allowed shall never exceed the 10 mills actually allowed by law for operation of the units. A County Budget Commission, consisting of the county auditor, county treasurer and county prosecutor, are empowered to adjust the tax rates so as to bring them within the provisions of the law. Neither the city nor schools have a representative on this commission. It is apparent that if one taxing district can present its claim to this commission with sufficient force to obtain its full quota, for example, the city 5 mills, then the remaining taxing districts must have their estimated needs so revised as to come within the remaining 5 mills to make up the total of 10 mills.

The practical bearings of this law upon the finances of Dayton have been the following:

First, the City of Dayton had little or no control over the tax rate. No matter how much it might request or how urgent its needs might be, it could receive only what was left after the State, county and schools were provided for. While the total tax rate for all taxing districts increased during recent years in Montgomery County, the tax rate for city purposes remained practically constant. The distribution of the tax rate is given in the following table:

Year <sup>1</sup> Levied	Total Tax Rate	Distribution			
		State	County	Schools	City of Dayton
1911	13.6	.451	2.129	4.22	6.800
1912	12.8	.451	1.949	3.675	6.725
1913	14.4	.961	2.024	4.16	7.255
1914	13.6	.450	2.039	4.01	7.101
1915	13.4	.450	2.588	4.13	6.232
1916	15.6	.450	3.735	4.115	7.300
1917	15.4	.450	3.976	4.074	6.900

<sup>1</sup> Taxes are expended the year subsequent to the year levied.



The City of Dayton received from taxes for current operation a total of \$200,000, or an average of \$50,000 a year more during the last 4-year period than during the preceding 4-year period. The actual receipts from general taxes for current operation are summarized below:

#### RECEIPTS FROM GENERAL TAXES—CITY OF DAYTON

1910	\$514,600	1914	\$571,800
1911	542,700	1915	670,300
1912	480,200	1916	505,500
1913	557,000	1917	545,500
Total, \$2,094,500		Total, \$2,293,100	

Offsetting this increase from general taxes must be placed the decreased return from liquor taxes which were \$196,000 less during the period 1914-1917 than during the period 1910-1913.

The total receipts from all sources during the period 1910-1913 were \$4,051,000 and during the period 1914-17 they were \$4,687,000, which makes an increase of \$636,000. This is made up of approximately the following items: Increased receipts from waterworks, \$263,000; from municipal court, \$29,000; from recreation, \$17,000. Receipts from new sources of revenue from the garbage plant amount to \$79,000; from street restoration, \$179,000; from sweeping tracks, \$59,000; from lighting crossings, \$21,000. Formerly the work of restoring street pavements after cuts were made, was done by plumbers, but this work was taken over by the city and a charge was made. The cost of doing this work must therefore be subtracted from the receipts to arrive at the true situation. The street car companies were formerly required to sweep the tracks. This was later done by the city itself and the companies were charged the actual cost of the work. Special lights were placed at dangerous

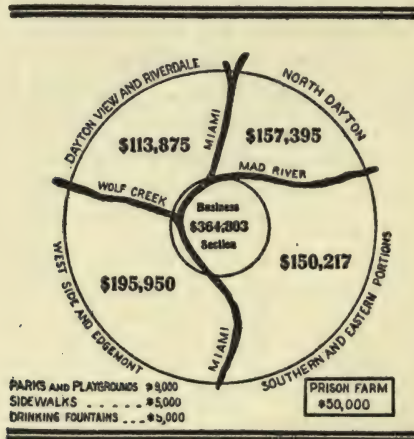


crossings and railway companies were made to reimburse the city for this added expense. The increased revenues therefore during the past four years have not come from taxes, but are the direct result of more careful attention to the operation of all municipal activities and to the proceeds from a few new undertakings.

Second, the operation of the tax law forced the administration to submit practically every bond issue of any size to a vote of the people. Unless this was done, the debt charges on all bonds issued without a vote of the people would have to be provided for out of the 10 mills and thereby decrease the amount available for operation. In 1915 the new administration prepared a bond budget aggregating \$1,053,000 and submitted it to a vote of the people. The details were as follows:

### WHY DAYTON NEEDS

**\$1,000,000 Bond Issue**



**SEE INSIDE**

Paving, repairing, grading, sewers, etc.....	\$ 457,000
Two engine houses.....	130,000
Storm sewers .....	252,000
Water works (drinking fountains).....	5,000
Market House .....	17,000
Parks and playgrounds.....	9,000
Municipal correction farm.....	50,000
Purchasing and condemning land for street openings.	18,000
Keowee Street bridge.....	115,000
<hr/>	
Total .....	\$1,053,000

All of the above issues were approved by the necessary two-thirds majority of the people, and in this way the city guarded against the encroachment of debt charges upon the amount of money available for current operation.

### *"Government by Deficit"*

It has been frequently stated that one of the impelling reasons for a change in government was the unsatisfactory method of handling the city's finances. On December 31, 1907, the outgoing administration left unpaid bills and payrolls to the amount of \$135,000. At the November, 1908, election the people voted in favor of an issue of \$135,000 public service deficiency bonds to pay the above bills and payrolls. These were dated February 1, 1909, and were payable at the rate of \$9,000 a year. When these bonds were issued, the departments were operating upon a basis much in excess of their income and they continued so to operate.

The method of juggling the funds of the city and of increasing the floating indebtedness is well illustrated by the following example. On February 1, 1912, the floating indebtedness of the Department of Safety was \$135,000. Up to June, 1912, additional certificates of indebtedness were issued to the amount of \$105,000 in antici-

pation of the collection of taxes. The amount of taxes collected for the half year amounted to \$110,000 so that the department had practically borrowed up to its limit. All but \$40,000 had been spent by March, 1912, and in order to secure funds to operate the department until July, 1912, it was necessary to borrow \$65,000 from the service fund. The service fund was then authorized to borrow enough money to replenish it pending a bond issue. On September 3, 1912, the voters were again asked to vote upon the question "to issue bonds in the sum of \$170,000 for the purpose of supplying a deficiency in the revenues of the Departments of Public Service and Public Safety." This proposition was defeated by a very large majority. The net result was that during the 4 years, 1910-1913, the floating debt was increased \$59,000 and on January 1, 1914, when the new administration came into power, they inherited this floating debt of \$125,000. During the 4-year period 1910 to 1913 interest paid on temporary loans amounted to \$20,600, or an average of \$5,150 a year.

The new administration has in four years reduced the floating debt from \$125,000 to \$65,000. Furthermore, the policy has been adopted of paying off the total amount of the floating debt in March, just after the semi-annual taxes are received, and then borrow again in December just enough to meet the current expenses. In this way, the loan is carried only a few months with a consequent saving in interest. The total interest paid during the four years 1914-1917 amounts to \$3,600, or an average of \$900 a year. The annual interest saving is over \$4,200 a year, which alone is greater than the salary of the Director of Finance. The details of the transactions are shown in the following table:

Year	Amount Borrowed	Amount Paid	Increase	Decrease	Temporary loan unpaid at close of year	Interest Paid
1909					\$116,850	
1910	\$257,000	\$238,850	\$18,150		135,000	\$ 4,100
1911	271,000	270,000	1,000		136,000	5,000
1912	346,000	307,000	39,000		175,000	5,300
1913	295,000	345,000		\$50,000	125,000	6,200
Total 4 years .....						\$20,600
Average per year .....						5,150
1914	\$ 75,000	\$125,000		\$50,000	\$ 75,000	\$ 1,800
1915	75,000	75,000			75,000	700
1916	65,000	75,000		10,000	65,000	500
1917	65,000	65,000			65,000	600
Total 4 years .....						\$ 3,600
Average per year .....						900

### *Bond Issues for Current Operation*

In addition to the deficiencies, bonds were issued for current operation throughout the period 1910 to 1913. Two issues of general lighting bonds were made in 1911, one for \$30,000 dated December 1 to pay bills for light consumed in the year 1911. The date of payment of these bonds runs from the year 1920 to the year 1940. Each year, general street repair bonds were issued to provide money to repair the brick and asphalt streets as well as the gravel and macadam streets. Many of these bonds do not mature until the year 1935. The details of these bond issues are given as follows:

Year	Purpose	Amount
1910	General street repair	\$40,000
1911	General street repair	75,000
1911	General lighting bonds	55,000
1912	General street repair	53,000
1913	General street repair	40,900

The actual expenditures from these bond issues are as follows:



Year	Total	Street Lighting	Street Repair
1910	\$ 42,000		\$ 42,000
1911	100,700	\$23,800	77,000
1912	76,900	31,100	45,800
1913	53,500		53,500
Total.....	\$273,100	\$54,900	\$218,300

During this period, the total of \$273,100 was expended from bond issues for current operation.

During the years 1910 and 1911, bonds were also issued to extend the indebtedness incurred during the earlier years because funds were not available to pay off the bond issues when they became due. During these two years, \$100,000 of such bonds were issued.

When the new City Commission took office in January, 1914, they adopted several policies relative to the issuance of bonds, as follows:

1. To issue no bonds for maintenance or operating expenses.
2. To issue no substantial amount of bonds without a vote of the people.
3. To issue no bonds without creating an adequate annual sinking fund so that the full amount of the issue will be available to meet them when they come due.
4. To issue no bond to run for a greater length of time than the life of the improvement.

Many bonds which have matured since January, 1914, were serials; no sinking fund had been accumulated to pay them, hence the present administration has had to pay them from current tax money. During this time the city has been accumulating a sinking fund on its bond issues. The funds in the hands of the Sinking Fund Trustees on January 1, 1914, amounted to \$128,450; on January 1, 1919, they were \$690,100. Thus, since the new administration became effective over \$550,000 have been reserved for future bond needs. It is worthy of note that the policy adopted by the Commission and Manager in 1914 was that of issuing sinking fund bonds, which is contrary to

the now very general tendency throughout the country to issue serial bonds, which are considered more economical and more satisfactorily financed.

Adherence by the Commission since 1914 to the policies relative to bonds is one reason for the sound condition of the city's finances.

### *Special Assessments for Current Operation*

During the period 1910-1913 and for a number of years before this time special assessments had been levied to cover the cost of street sprinkling and street lighting. Sprinkling districts were created by petitions of property owners. In 1913 a number of streets, about 16 miles in all, were oiled by private agreement between citizens and a private contractor. The assessments for street lighting were made to cover the cost of the operation of the boulevard lighting system in the center of town.

The new administration decided to flush the streets instead of sprinkling them, and the main streets in the center of town have been flushed three times a week. About 17½ miles were flushed. Flushing costs about twice as much as sprinkling streets, but the result obtained is so much better that most property owners prefer the flushing. The charge against a lot amounts to only a few dollars a year.

Street oiling has been largely extended since the passage of an ordinance in 1914 providing for the performance of this work by the city, creating assessment districts and providing for the assessment of costs. In 1914, the city oiled 11 miles; and 6 miles were oiled by private contract. In 1915, 36 miles of streets were oiled by the city. The cost per square yard decreased from \$3.25 in 1914 to \$1.95 in 1915.

The cost of boulevard lighting continued under the new administration to be assessed to property owners

benefited. The following table shows the receipts from special assessments levied for current operation purposes and the expenditures made for these purposes during the period under review:

Year	Street Sprinkling		Street Lighting	
	Receipts	Expenditures	Receipts	Expenditures
1910	\$13,300	\$17,000		
1911	5,900	900	\$15,200	\$ 8,000
1912	3,000	700	17,000	25,100
1913	800	700	14,400	17,500
1914	1,100	1,800	15,500	17,800
1915 <sup>1</sup>	14,300	15,500	16,600	17,400
1916 <sup>2</sup>	23,600	28,700	12,700	13,600
1917			15,200	15,600

<sup>1</sup> Includes oiling.

<sup>2</sup> Includes oiling and flushing.

### *Revenue for Current Operation*

A policy adopted by the Commission upon taking office in 1914 was that the city would be operated within its income each year, and no current indebtedness would be incurred. A detailed budget procedure, giving exact analysis of both receipts and appropriations, was operated to ensure compliance with this policy, and was carefully watched by the City Manager. Each month he had a monthly statement of all current income, by sources, and a cumulative total to date for the year; and also a statement of expenditures and outstanding liabilities, monthly and cumulated to date. Further, comparisons with preceding years are given. This reporting procedure has been continued.

As has been stated, the city entered the year 1914 with a current indebtedness of \$125,000; this amount, however, was offset by a cash balance of \$49,500. The cash was at once applied to reduce the debt to \$75,000, and subsequently an additional \$10,000 was paid off. The remaining balance, \$65,000, has been carried, in the man-



ner earlier indicated, since that date. Until 1917, the city lived strictly up to the expectations set for it by an interested public, of living within its income and yet giving a far wider and better service to the citizens.

In 1917, the city began to feel the effects of rising prices, for material, supplies and labor. Dayton factories were operating nearly 100 per cent. on war materials — aëroplanes, tanks, shell time fuses, Liberty motor parts, naval gun mounts, gun sights, etc.,—and this caused a great influx of population as well as demands for added service in the way of police and fire protection, health and traffic regulation, sanitary, vice and other problems to be met. Revenues were not commensurate with demands, and at the end of the year the city had spent \$81,000, or about 6 per cent. in excess of its income. Owing to great uncertainty of conditions, which materially affected both revenues and expenses of the city, the failure to operate up to the sound financial standards of normal times may be condemned only after an intimate study of all the elements involved. However, in the face of things, the Commission should have felt itself bound to cut its cloth the ensuing year upon an ultra-conservative basis in planning services.

In 1918 the city found it necessary to increase policemen's and firemen's salaries \$15 per month, or over \$50,000 per year. Other labor also then required an increase. Obviously, prices for supplies as coal, gasoline, etc., existing in prior years could not be equalled, and to continue to render the same service as during the preceding four years of the new government, new sources of revenue were sought. Water rates were increased, yielding \$60,000; steps were taken to adopt an occupational tax, but a decision of the Supreme Court postponed



the passage of such ordinance during the year. In the interim, the basis of operation had not been curtailed, so it became necessary in November to place before the citizens the proposal of a deficiency bond issue as a war emergency, as follows:

\$ 65,000, debt as at January 1, 1914,
81,000, 1917 net deficit,
139,000, 1918 deficit,
<hr/>
\$285,000, total.

However, due to the influenza epidemic, the usual educational campaign was forestalled, and the proposal failed of the required two-thirds majority vote. At the same time, a vote of an extra one-mill tax for the next two years carried. The end of 1918 found the deficit only \$32,000, instead of the anticipated \$139,000, due to radical cuts in personnel and service. The total current debt therefore is \$178,000, including that inherited from the former administration.

The attempt is not made to defend the management policy of a Commission which allows a lapse of sound financial planning for the business of government, but it is believed fair to state the effect of war-time conditions on a municipality and the endeavors of the legislative body to meet them. As a matter of fact, Dayton is financially in a favorable situation as compared with the other large cities in Ohio. It must be remembered that all the large cities, as Cleveland, Columbus, Cincinnati and others, are severely handicapped in their financial affairs due to the existing tax and debt laws.

There are several possible remedies for relieving all Ohio cities, and among them are:

1. Assessment of real and personal property at full value. This would require a change in the tax laws, to secure the ap-

pointment of capable assessors through the State rather than locally.

2. A maximum limit on each separate taxing division,—State, county, city and school district.

3. A distinction between levies for current operation and debt service. A maximum limit might well be placed on the levy for either.

✓ Further, home rule in taxation for cities offers the only dependable solution. If the residents and taxpayers of a city are educated up to expecting the wide range of community services from their municipal government which modern urban conditions dictate as essential, and are willing to pay taxes for them, no State regulations should be permitted to gainsay their desires.

At the last State campaign both political parties were definitely committed to financial relief for the cities of the State. One reason for this action was that it was recognized that with prohibition, a source of revenue would be cut off for which some substitute must be available. This problem is even now being threshed out by the legislature. One local relief is a general reappraisal of property, to increase the duplicate. The last appraisal was made in 1910, and evidence is ample that a greatly increased revenue would be afforded through this channel. However, for political or other reasons the county commissioners have refused this relief to the city. The City of Dayton contributes three-fourths of the county's revenues, yet in taxation the city is absolutely at the mercy of county officials. Possible consolidation of the two units of government suggests one solution for this difficulty.

*"What is the Tax Rate?"*

Many inquiries are made as to the tax rate in Dayton.

This is, in fact, a question raised in every city. Citizens — home owners, prospective purchasers, and renters — who think the rate may be “high,” little appreciating the insignificant portion which falls to them for payment; real estate dealers, both the bona fide and the speculative; industries long established and those seeking a favorable site; — all these raise the question: “What is the tax rate?” Comparisons are then attempted, one city with another, to get the answer that will meet the requirements of the occasion.

No attempt is made here to reply to this question by comparing Dayton with any other city, in Ohio or elsewhere. Too many elements enter into the seemingly simple question. The ratio of assessed to true property valuations; the range of services undertaken by the cities; whether the schools are included; the area and population served, and the topographical and other natural conditions; the number and kind of public utilities operated by the municipalities; the revenues from ordinary and extraordinary sources, — all these, and many other factors, have a bearing on the question.

The only fair answer that can ever be given this question, in Dayton or any other city, is that the *tax rate is irrelevant*, — it is solely a question of *what does the citizen and taxpayer get* in return for the taxes he pays? If the taxes are honestly expended in efficient service, the city having the higher tax rate is either performing a wider range of services on behalf of the citizenship or is giving a higher grade of service. The fundamental task and duty of the taxpayer who would be an efficient citizen is to make certain that the taxes levied are wisely expended.

## HOW A CITY OF 150,000 GETS ITS MONEY FOR CURRENT OPERATION

## General Fund Receipts, Two Years, Dayton, Ohio

Receipts from taxes,—	1913	1917
General property .....	\$ 557,000	\$ 545,500
Liquor .....	154,900	125,700
Cigarette and inheritance .....	1,000	8,800
Franchise .....	5,600	7,600
Waterworks .....	211,900	294,700
Rents,—		
Market and curb spaces .....	22,500	27,200
City property .....	2,700	5,000
Miscellaneous receipts,—		
City scales .....	700	600
Workhouse .....	6,000	2,600
Municipal court .....	8,600	21,700
Night soil .....		1,400
Recreation .....	700	5,500
Other .....	100	3,400
Sales,—		
Garbage plant .....	—	47,600
Other .....	1,200	2,300
Reimbursements,—		
Sweeping tracks (None in 1913 — )	—	14,900
Street restorations (because of the )	—	30,300
Lighting crossings (flood )	—	5,100
Bridge repairs .....	9,800	300
Street sprinkling and flushing .....	800	7,000
Street lighting .....	14,400	—
Other .....	300	3,000
Licenses —		
Vendors .....	2,100	4,000
Vehicles .....	19,000	7,000
Theaters and shows .....	1,000	1,300
Dog .....	700	800
Other .....	1,200	2,800
Permits,—		
Building .....	1,500	6,200
Streets and sewers .....	6,600	6,900
Milk .....	600	1,300
Food .....	400	600
Plumbing .....	4,800	3,700
Sealer of weights and measures and other .....	300	10,100
Interest, on deposits .....	47,900	40,500
Total of above receipts .....	\$1,084,300	\$1,245,400



	1913	1917
Reimbursements and refunds .....	—	107,300
Temporary loans .....	295,000	65,000
Total receipts for operation .....	\$1,379,300	\$1,417,700

### HOW A CITY OF 150,000 SPENDS ITS MONEY FOR CURRENT OPERATION

#### General Fund Expenditures, Two Years, Dayton, Ohio

Department	1913	1917
General legislation and administration .....	\$ 26,100	\$ 42,100
Civil Service Commission .....	2,500	4,600
City Planning Commission .....	—	1,700
Department of Law .....	10,000	12,800
Department of Finance .....	15,000	23,400
Interest on loans .....	6,300	600
Director of Public Service,—		
Office of Director .....	8,300	7,400
Division of engineering .....	117,300	123,300
Division of streets (1913, flood year)...	44,000	231,200
Division of water .....	123,500	142,800
Division of lands and buildings .....	7,900	24,100
Department of Public Welfare,—		
Office of Director of Charities .....	54,300	80,800
Bureau of legal aid .....	—	1,300
State-City employment exchange .....	—	900
Division of correction .....	18,600	22,000
Division of parks .....	17,800	19,300
Division of recreation .....	—	22,300
Division of health .....	25,600	44,600
Department of Public Safety,—		
Division of police .....	166,000	196,900
Division of fire .....	171,300	200,400
Division of building inspection .....	—	17,000
Division of weights and measures .....	2,100	1,200
Municipal court .....	10,500	33,200
Board of elections .....	44,700	29,700
Board of sinking fund trustees .....	1,600	69,400
Miscellaneous items .....	3,100	—
Total expenditures for operation.....	\$876,500	\$1,353,000

## CHAPTER IX

### PURCHASING FOR A CITY

✓ ONE of the best instances of economy and efficiency effected by the commission-manager plan is that of a central purchasing office.

With the adoption of the principle that a public corporation should have the same organization and administration for conducting its business affairs as a private corporation, it was but logical that the important function of purchasing should be remodeled on a practical and economical basis. Like a cash register, auto tire or kodak business, city business requires both personal services and goods to perform its activities. As has been noted, the city made provision to secure its personal services through recognized channels. To obtain the supplies, materials and equipment needed by the municipality required that a businesslike procedure be established to that end. Specialized functions must be delegated to specific departments of an organization, in order that a maximum of results be assured.

In Dayton prior to 1914, it was the custom of each department or office to purchase its supplies and equipment for itself, and independently of any authority or control save the appropriation of funds to that department. Wherever orders were placed, one could commonly find either personal friends or friends of the administration. This is a condition which is typical of American cities to-day. Even in Dayton this state of affairs is found to exist to-day with both the county and

schools, which are independent of the city charter and are dominated by politicians. Firms which knew the "City Hall" merely as a governmental agency were not listed on the city's vouchers; but vendors who appreciated the fact that they belonged to a political party, and that there was such a day as election day, and that they lived in wards, were frequent callers at the city treasurer's window. Under such conditions, with purchases made at retail and a favored few supplying the demands of the city, prices were higher than might be expected of a corporation spending over \$500,000 each year for supplies and materials.

Since January 1, 1914, however, these old-time methods have entirely passed. Modern principles of purchasing were then introduced, and have since that date been gradually improved. A central agency was created by the charter for the purchase of all supplies, operation of a stores system, competitive bidding, and the elimination of red tape in conducting this phase of the city's business.

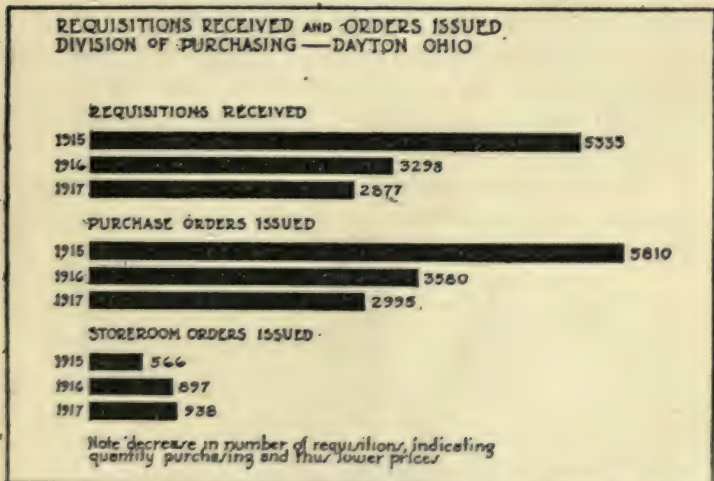
The division of purchasing is placed by the charter as a part of the Department of Finance. The experience of four years indicates that the division might well be an independent function, directly under the City Manager, even though it is intimately concerned with the financial records. Specifically, the charter provides that the

"City Purchasing Agent shall, in manner provided by ordinance, purchase all supplies for the city, sell all real and personal property of the city not needed or unsuitable for public use or that may have been condemned as useless by the director of a department. He shall have charge of such storerooms and storehouses of the city as may be provided by ordinance, in which shall be stored all supplies and materials purchased by the city and not delivered directly to the various departments, and he shall inspect all supplies delivered, to determine quality

and quantity and conformance with specifications, and no voucher shall be honored unless the accompanying invoice shall be indorsed as approved by the City Purchasing Agent."

By actual practice the term "supplies" as used in the charter has been defined to include materials and equipment, and also certain contractual services wherever feasible. The charter provisions have been augmented by standardizing specifications for commodities purchased.

It is in the duties of purchasing and maintaining a storeroom that the most substantial savings have been made by this division. The chart indicates the extent of activity of the division.



In 1916, as a typical year, \$582,000 in orders were placed with outside vendors, and \$10,000 with the city's storeroom. It is estimated that 17,000 telephone calls requesting prices were made, and 2,600 inquiries mailed.



Storeroom sales were made for 12,500 orders, and a total of 4,300 vouchers prepared by the office.

While a decrease is shown for 1916, with a further reduction in 1917, in the number of requisitions received from departments and offices for supplies, this does not mean a reduction in work. It signifies, instead, that the practice of asking for small quantities of items is being discontinued as the departments learn the economies and conveniences of wholesale buying. The storeroom is being used more extensively each year.

The savings to the taxpayers from the operation of a central purchasing agency are not reflected in the above figures. A comparison of prices at which goods were purchased under both the new and old administrations would reveal in part the advantages of the modern procedure. During the past two years, however, war conditions have so stimulated prices that such comparisons would be unfair. Instances of comparative prices, 1914, with earlier years, are given later.

The record in economy and improved service through this office may be classified as due to the following practices, which are discussed briefly:

- Purchasing at wholesale prices.

- Purchasing at lowest and best prices.

- Purchasing in wholesale quantities, for the year's needs.

- Purchasing when market conditions are most favorable.

- Purchasing only standard commodities which by nature permit of competitive bidding.

- Eliminating unnecessary range in kinds of supplies used.

- Effecting prompt delivery of goods to departments, through storeroom.

- Paying vendors promptly.

- Providing thorough inspection of delivered goods.

- Maintaining complete records of all transactions.

Constitutionally a central agency does not insure wholesale buying. Requisitions from departments might be filled singly as received, and independently of the requirements of other departments or of future needs of any department for the same kind of goods. With a storeroom and an appropriation to the purchasing agent of a "rotary" or revolving fund for supplies, Dayton has been able to anticipate the city's needs for all ordinary goods by all departments, and by buying in quantities and holding in the storeroom until requisitioned by the departments, substantial savings have been effected. A rotary fund of \$10,000 — until 1917, \$5,000 — has been available, and by reason of its being turned over two to three times annually, is in effect a fund of \$25,000.

A few examples will serve to show the advantages of central control in purchasing, under the direction of an experienced buyer, as compared with the extravagance of each department buying of favored retailers. Wholesale prices in 1914, as against retail prices paid in former years, are exemplified in the following list:

	City Manager Plan, 1914	Mayor-Council Plan, 1913 and earlier
Floor oil	\$ .12 gallon	\$1.25 gallon
Typewriter ribbons	.25 each	.75 each
Carbon paper	.65 100 sheets	\$3 to \$4 per 100 sheets
Paper clips	.23 per 1,000	.80 to \$1.20 per 1,000
Flash lights	.95 each	\$2.50 each
Yellow second sheets	.28 per 1,000	\$1.00 to \$1.10 per 1,000
Cup grease	3½c per lb., purchased by bbl.	.10 per lb. in 10 lb. cans .08 per lb. in 25 lb. cans
Rubber bands	\$1.26 per lb., in wholesale lots	\$4.00 per lb. in ¼ or ½ lb. lots
Rough soap	\$4.50 per 1,000 lbs. in wholesale lots	\$8.75 per 1,000 lbs. in ½ bbl. lots

It will be borne in mind that these are random in-

stances, of which the financial records of past years reveal hundreds of similar economies.

Lowest and best prices are assured by the practice of obtaining competitive bids, on open specifications clearly and concisely set forth. An average of three local telephone requests for prices is made on small purchases, while printed specifications and requests to bid are sent usually to from 4 to 12 vendors, both local and out of town dealers on larger orders. A single instance of the result of widely advertising for bids, to secure a minimum price, is that of coal, where the number of mine owners who bid to furnish the city's coal supply was increased from 2 to 29. Prices paid in 1914 were \$2.46 and \$2.63 per ton, dependent upon the point of delivery; the former prices were \$4.75 and \$5.00. During the recent months of fuel shortage, the City of Dayton was of course affected, as any other consumer, by the increase in price.

An example of saving by purchasing fuel through competition is shown in the following table, which covers a year for which it was difficult to obtain any bidding:

COAL BIDS RECEIVED, FOR SUPPLY FOR YEAR ENDING  
JUNE, 1917

Bidder	Straight Run of Mine			4" Lump		
	Price per Ton	Guarantee		Price per Ton	Guarantee	
		B.T.U.	Ash		B.T.U.	Ash
Last year's contract ending July 1, 1916 .....	\$1.99	14,000	6%	\$2.23	14,000	6%
Logan-Pocahontas Fuel Co. ....	2.24	14,001	6%	2.47½	14,001	6%
S. J. Patterson Co. ....	2.35	14,300	5%			
Reliance Coal & Coke Co.	2.40	14,000	7%	2.70	14,200	6%

Lowest prices were also obtained on the motor apparatus purchased in 1915 and 1916, in the program of motorization of the division of fire. Keen competition was indulged in by the various firms bidding, and some criticism was had of the city officials for demanding what were termed excessive allowances on old apparatus traded in. It was felt that these allowances were in the nature of reductions on original bids for new pieces, the negotiations for allowances having been conducted after the bids were formally opened and announced publicly. However, the opportunity to offer allowances on the old apparatus was made on equal terms to all bidders.

The advantage of buying in large quantities, anticipatory of the year's needs of any commodity by all city departments, is an important one. By charter, no contract may remain in force longer than one year. It has been, therefore, the practice to enter into a price agreement, allowing the city the privilege of dictating as to time and place of delivery, and giving a safe margin as to maximum and minimum of quantity. At the same time the city is protected against the rise in price, and assured the benefits of any decline.

A case in point was the agreement made for gasoline on August 1, 1915, to extend during the next twelve months, calling for the purchase of not less than 60,000 and not more than 90,000 gallons, at a price of 9 cents per gallon — or two cents below the then prevailing market price. Before the life of this contract had expired, the price of this commodity had risen to 26 cents, and a saving of about \$9,000 was effected for the city.

Similar savings were enjoyed in the past four years in contracts for foodstuffs for the workhouse, feed for horses in the division of streets, etc.



It is apparent that with a rotary fund at all times available, an experienced purchasing agent may take advantage of market conditions to replenish his stocks in stores. This procedure has been followed in all cases of commodities having a seasonal fluctuation in prices.

Even more important, from the point of view of economy and effective administration, is the ability of the public officials to look ahead with a single eye toward public improvements planned, and to anticipate market conditions during a number of months as they will affect the cost of these outlays. During the past three years an extensive program of permanent improvements has been underway, and acting through the purchasing office, large amounts of construction material were purchased several months in advance of the time they were to be required.

It was apparent early in 1915 that the trend of the market was upward, and plans were then made to buy and store the materials which were to be required, and then to sell them to the successful contractors for the work at prices then prevailing. In October, 1915, 800 tons of reënforcing steel were purchased at \$27.00 per ton, and by the time the bridges for which the steel was needed were begun the market price of steel had gone to \$69.00. Fifty-eight thousand three hundred barrels of cement, costing \$1.37 net per barrel when purchased by the city in 1915, were disposed of to contractors on the Fifth St., Webster St., and Keowee St. bridges at a much higher price at time of construction. Sewer pipe was bought 84 per cent. off the list price, making a saving of \$40 per car or an estimated gross saving of \$8,000. Water pipe was purchased in 1914 to the amount of 6,278 tons by a long-term contract, at \$20.40 per

ton, and by the time it was all laid the price had risen to over \$25. This low price on water pipe was not equaled or bettered by any municipality that year. These figures are but an evidence of the foresight of the present administration in doing the city's business with a view of protecting the taxpayer's pocketbook.

The new type of purchasing introduced also the practice of buying only those commodities the quality of which can be definitely determined by practical scientific tests, either in its own laboratory or in private laboratories under contract. To serve as a basis for effective purchasing, standard specifications have been found necessary. Standardization is impossible for a city under segregated buying by departments, and it is not even inherent in a central office. Dayton, however, adopted the plan of preparing standards for each supply used by any department.

A result is found in stationery. Formerly each department and office ordered its own stationery, with the result that there was an interesting manifestation of individual esthetic tastes among the heads of these offices, and letter heads cost from \$12 to \$20 per thousand, purchased in lots of one thousand. As much as \$20 was paid for a copper plate by the head of a minor bureau. In 1914, a uniform style of stationery was adopted for use by all departments, a supply was purchased for the year's needs, and the price was \$2.65 per thousand. The practical quality, the appearance and the dignity of the paper were not impaired by the change.

No longer does the City of Dayton purchase coal,—it now purchases only the heat units of the coal, measured in British Thermal Units (B. T. U.'s), and a maximum percentage of ash and sulphur content, from samples

taken from each car delivered. Detailed specifications have been drawn up, and Dayton is justified in its claim that it has an unsurpassed set of specifications for this commodity. As to definite specifications on printing work (police payrolls), the comparative prices in January, 1914, and October, 1913, were \$7 and \$13.75, for the same kind of forms. Fire hose, too, affords an example. By providing definite standards and tests which the hose must meet, and placing an inspector in the factory where the hose is manufactured, the former price of \$1.10 per foot has been reduced to 47½ cents,— and a higher grade of hose, meeting every test set, is received. Water pipe is also tested, by inspectors at the foundry where made.

Similarly, specifications have been prepared for gasoline, lubricating oil, paint, cloth for firemen's and policemen's suits, clothing for workhouse prisoners, food supplies, hydrants and water meters (open specifications), soap, harness, boots, shovels, etc. The foodstuffs dispensed by the concessions awarded at the city parks are also required to come up to a high grade test for content and purity. It is true that during recent months some of these standards for municipal supplies could not be required due to market conditions, as in the case of coal, soap, food, etc., but they are only partially and temporarily suspended.

The economy from eliminating unnecessary kinds of articles is witnessed in the case of letterheads, as just given. It has applied with equal force to dry goods, paints, cleaning supplies, etc.

A central storeroom has been established, and expanded with the growing calls made upon it. Over 300 articles are now carried in stores, and a continuous inventory



kept of each kind of goods. The advantage of a storeroom in economy of time needs no emphasis to those who have an acquaintance with public offices. In many instances the storeroom has been able to effect immediate delivery to the requisitioning department, whereas to have followed the usual procedure of conducting business with outside firms would have entailed costly delay. The general result has been to greatly expedite the public service, in numerous cases and in different ways. Delay in receiving supplies is proverbial in the ordinary city department.

A hindrance common to cities in attempting to buy at reasonable prices is the delay the vendor sustains in receiving his payment for the goods, and as the city is looked upon as an "impersonal but wealthy" corporation, it is usual for the dealer to add an amount to the price to protect him against this kind of loss. The practice is not without some justification. Due to red tape, general inefficiency and lack of coöperation between the finance department and other departments, the vendor of a considerable bill of goods to the city suffers a reduction in his profit unless an extra price is tagged on. A city is always able to meet its obligations, yet seldom is it that possible discounts are taken by it.

These conditions have been overcome in Dayton, and through a sound accounting procedure which assures that an order — every purchase order is approved by the City Manager — for supplies will be let only provided there is money in the fund to pay the bill, and through a close and active coöperation by the division of purchasing with the division of accounting, invoices are passed through promptly for payment. Not only do vendors receive their money on time, but they do not have to beg it at the



city treasurer's window, as the warrants are mailed to them. The city, on the other hand, is enabled to take the maximum cash discount, and secures a minimum price because it enjoys the confidence of the manufacturers and dealers.

The affable drummer, with his "mixing" ability and persuasive tongue, has been displaced by the scientific salesman with a thorough knowledge of his product from the raw to the finished state and who is content to leave the success of his sale to the merit of the goods. The goods are permitted to speak for themselves. The broker or middleman, who is versed in the intricacies of municipal red tape and who does business on a small margin with large orders, is *persona non grata* at the city hall. His supplies, being of an uncertain quality and not up to specifications, might pass the scrutiny of careless city officials. Yet he would have no reputation to sustain, and the city would be the only loser.

Now, however, with responsibility definitely placed by a central authority upon the department head, it is necessary to obtain a certain standard of results with the supplies furnished upon the department's own requisition. Therefore, the departments are very zealous in making thorough inspections of deliveries of goods, and must indorse the voucher for payment of the article that it meets the conditions laid down for it. Thus far the system of departmental inspection has proved very practicable, but it is contemplated to establish an inspectional function under the direct supervision of the purchasing agent.

Finally, and not least of importance in assuring the success of a central purchasing agency, is the system of records kept by the office for purposes of reference. A

copy each of the requisition, the specifications drawn up for each order, the requests to bid, the purchase order, and the bids received are all systematically filed. The keystone of the records, however, is the card index of each purchase, upon which is recorded the date, price paid, quantity and quality of the supply, the vendor's name and the department for which purchased. This card, filed by commodities, furnishes the data necessary for placing new orders, and serves as a basis for estimating requirements for the ensuing year.

The foregoing experience, due not alone to the form and method it provided, but also to the officials, is the basis for the conclusion that Dayton's purchasing procedure has been an unparalleled success in proving the case for centralized authority and control, and the placing of definite responsibility upon experienced and capable aides, supported by adequate power and modern methods.

The record in Dayton's central purchasing agency is one of business, not politics.

## CHAPTER X

### PROTECTING A CITY'S RIGHTS

THE policy of aggressive action which has characterized the present administration has extended as well into the Department of Law.

The charter sets forth in a definite and comprehensive manner the duties of the city attorney. These duties and responsibilities have been assumed and executed in a vigorous and capable way by this official and his assistants. This fact is not to be proved by citing statistics of a specific nature, as the duties are of a wide range and in an advisory capacity.

Comparisons with prior years are not easily made. A number of long outstanding cases were found in the files in 1914, and these were handled promptly. The increase in scope of activity by all departments has naturally resulted in an additional amount of work of a legal nature, and every subject is handled currently so far as its nature permits.

#### COMPARATIVE COSTS OF THE DEPARTMENT OF LAW AND THE OFFICE OF CITY SOLICITOR

City Solicitor		City Attorney	
1910 .....	\$10,900	1914 .....	\$11,000
1911 .....	11,500	1915 .....	11,800
1912 .....	11,600	1916 .....	11,900
1913 .....	10,000	1917 .....	11,900

By a provision of the charter, the city attorney is appointed by the City Manager for an indefinite term, and is removable by him, as are the heads of the other

departments. The same attorney with the same three assistants has served since January 1, 1915.

Owing to the large number of administrative matters referred to this office for a legal opinion and ruling, and owing to the great moment these matters are to the public, the question has frequently been raised as to the advisability of the city's legal representative being appointed by the legislative body, thus relieving him of any possible bias in favor of the executive who appointed him. It may be said with all fairness, however, that thus far in the conduct of affairs in Dayton, such procedure has proved unnecessary as a safeguard for the public welfare. The great majority of acts of the Manager and his subordinates in charge of departments and divisions are referred to this office for a ruling as to their legality, unless the contemplated action is merely of an ordinary routine nature. It is at once manifest that, were there an inclination on the part of the executive to influence the decisions of the attorney, this course would be possible by the removal, if necessary, of the recalcitrant attorney and the selection of one who would heed his demands.

The legal head of the city confers with the City Commission as to proposed legislation of almost every character. In fact, it may be said that prior to taking definite action the legal "safety first" of this official is obtained. All contracts entered into on behalf of the city must be approved as to form by him. He or his representative attends all meetings of the Commission, and also the staff conferences of the City Manager. He attends a great many conferences of the Manager with his department or division heads.

The city attorney is a member of the Board of Revi-



sion of Assessments, which passes upon tentative assessments for public improvements after notice to property owners affected, and adjusts disputes so far as possible before the assessment is levied. This plan of action avoids nearly all litigation about such matters, and by reason of its anticipatory nature it is one of the most serviceable activities of this department from the citizen's point of view.

An average of nearly 300 ordinances, on the range of subjects requiring attention and action of the Commission, are drafted by this office each year,—such as issuance of bonds, assessments for and authorization of public improvements, purchase of property, prices to be charged by public utilities for their products and services, franchises, privileges, health and police regulations, and all other matters requiring formal action by the Commission.

Many claims for damages to persons and property, in which the city is defendant, require the attention of the city attorney in investigation, adjustment if that is advisable, and preparation for defense and in hearing, where necessary. Particular attention has been paid to efforts to avoid litigation by judicious settlements in all cases where by accepted rules of law the city is liable, on the theory that the citizens should not be put to unnecessary expense or delay in recovering what may be justly due.

To mention specifically some of the more important matters which have engaged the department of law since January, 1914, and which serve as a test of the efficiency of the department:

The constitutionality of the principle of home rule in

city government was established, through a case carried through the courts.

The dismissal by the City Manager of an employee, the superintendent of the water works, was successfully defended before the Civil Service Board. This is the only case of dismissal which has been brought before that body.

The complete and extensive building code was reviewed for approval.

The Supreme Court of the State completely adjudicated the powers of the County Budget Commission, when a suit in mandamus was brought by the city.

Negotiations with public utilities concerning service, rates and practices have been conducted usually by the City Manager and the City Attorney. In this way there has been a readjustment of the rate for gas, resulting in the temporary abandonment of an artificial gas plant furnishing gas at \$1.00 per thousand feet and getting natural gas service for all citizens desiring it at 34 cents per thousand cubic feet. Investigation of and negotiations concerning electric light rates and service have been undertaken and are in progress. Street railway service is also under investigation. Complaints relative to all such matters are given such attention as franchise provisions and legal means of correction justify and permit.

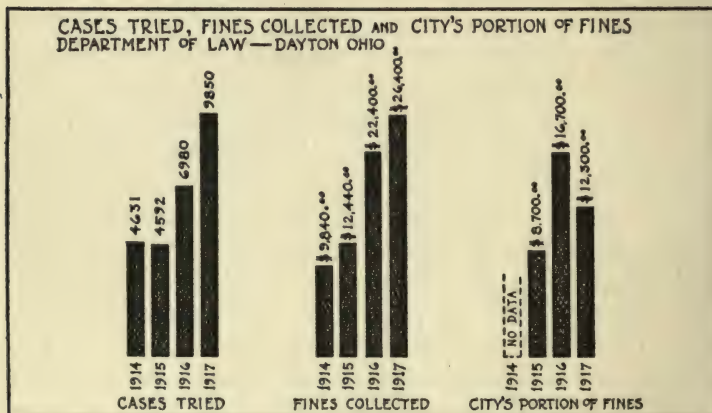
Difficulties with the purchasers of bonds of the city, due to the objections based upon the limitation of the tax rate by the tax laws of the State, required an extensive study of this subject, and resulted in the adoption of the plan that bond requirements should henceforth be submitted to the people for their vote, which plan has been followed save in a few instances involving small amounts

as to which it has seemed necessary and advisable to avoid the expense and delay of a referendum vote.

Litigation has been handled with satisfactory results in nearly all instances, but particular emphasis has been laid upon the avoidance of litigation so far as possible. It is worthy of comment that during the entire five years of City Manager government no outside counsel has been employed by the city.

#### PROSECUTING ATTORNEY

The City Attorney is by law the prosecuting attorney in the municipal court. The duties of this office are growing each year and require the constant attention of one assistant to the City Attorney detailed for that purpose. Following is a chart indicating these activities:



## CHAPTER XI

### PUBLIC OPINION

It would be expecting too much to hope that any government, no matter how good, would remain long in operation without being opposed by some individuals or factions. It goes without saying that there is a strong opposition to the commission-manager form of Dayton within Dayton itself. It is perhaps well that this is so, as it helps to keep the public interested in municipal affairs and causes the administration to continue alert. This is a healthy civic condition anywhere. It has been suggested in some localities of the country that the minority should maintain permanently an organized agency of investigation, criticism and publicity, in order that the ruling majority may never cease to be deliberate and considerate in its policies and actions.

### OPPOSITION

The only organized opposition in Dayton is that under the leadership of the Socialist party. Most of those who disbelieve in the form of the government fundamentally or who have other objections line up with the Socialists on municipal questions, for the reason that the Socialists avowedly desire to change the charter, and until they feel that they are able to do that they plan — if they should get into power — to make radical changes which would not be specifically prohibited by the charter. Within the past few years there has been a growing Socialist vote on municipal questions, which the Socialists attribute to



some extent to opposition to the local government and to some extent to general discontent, to the war, etc., and which the supporters of the local government attribute almost entirely to other than local questions. This question will be discussed more fully in dealing with "The 1917 Elections."

#### THE SOCIALIST OBJECTIONS

It should be stated that there exists in Dayton a large Socialist faction. The political and other tenets of the individuals adhering to this group are not considered or denounced as unsound, in reviewing herein their attitude for or against the local government. On the other hand, an intimate study of the publicity of the party's periodical and of the leaders proves it to be of a low grade, abounding in misstatements or misinterpretation of the truth, and dissemination of petty, biased and destructive criticism. Constructive consideration of city affairs viewed from the viewpoint of the community as a whole — the greatest good to the greatest number — seems impossible.

The objections of those who align themselves with the Socialists have been published in a pamphlet entitled:

#### "DAYTON'S COMMISSION-MANAGER PLAN

Why Big Manufacturers, Bond Owners, and Public Franchise Grabbers Favor It, and Workingmen and Common People Oppose; — A Three-Year Survey of Its Practical Workings."

The pamphlet is signed by leaders of this opposition. The title is couched in phrases typical of Dayton Socialist publicity and of the disregard of facts which characterizes their propaganda against the government. It is undoubtedly true that manufacturers as a whole favor

the plan, but it is untrue that workingmen as a class oppose it. On the contrary, the Central Trades and Labor Council and prominent labor men are actively in favor of it. A union printer is on the City Commission, as also a union contractor who was supported by labor. Other union leaders hold positions in the city service.

The objections as given in the pamphlet are listed under six heads. Under the title "Grounds of Objection" the first statement is: "This opposition is not as a whole opposed to 'commission government.' It is united simply against 'the Dayton plan.'" The objections are:

- "1. It automatically puts all powers of government and voice therein in the hands of a minority.
- "2. It tends to make office-holding a luxury for the rich, too high for the workingmen to reach.
- "3. It has failed to eliminate politics.
- "4. It has made a farce of the Initiative, Referendum, and Recall.
- "5. It has proved an expensive, blundering government.
- "6. It has been arbitrary, unresponsive to the people, and unscrupulous."

Objection one, as described in the pamphlet, is an objection to the election system. This is a simple primary and final election plan. The plan is open to the arguments for and against it here, as anywhere. It is not in any way vital to the manager plan, except that in Dayton the ballots must be non-partisan. Possible solutions to the objection were mentioned in an earlier chapter, and Dayton may profit by the experiments being made in Ashtabula, Kalamazoo and elsewhere.

The second objection states that in order to run for city commissioner a candidate must either have large funds himself or have the backing of some factions with

funds. It is true that a campaign under an election at large will ordinarily be more expensive for the individual candidate than a campaign for election from a ward. Yet the Socialist statement that the cost of the recent campaigns to them has been only a few hundred dollars, would seem to refute to some extent their claim. Sworn statements on file with the Election Board would show that at least one of the present commissioners, a union printer, spent no more to secure a position on the commission than did his defeated rivals.

The definition of "politics" is involved in the third objection. If by politics is meant machine control of the city government, it has been eliminated. It is true that those who support the government always support the candidacy of men known to favor the form of government and vigorously oppose those candidates who oppose it. In this sense of organization and effort, there is "politics" in the city, but not in the government. No one is ever given a job by the administration for activity in elections, and no city employee ever takes part — except the candidates themselves if they happen to be commissioners seeking reelection.

The organization which manages the campaign for the support of the plan is organized previously to each election under the name of the Citizens Committee and lapses after each election. This committee raises a campaign fund. At times the expenditure of this fund savors of the old political method of running elections. This will be discussed more fully under "The 1917 Elections."

This committee not only opposes the Socialists, who avowedly would change the form of government, but it opposes those who would limit its effectiveness. Thus in the primary election in 1917 it spent its entire energy

in opposing the Democratic "machine," which through its control of the county government and the school board still exists in the city. This organization while maintaining that it did not oppose the form of government, yet believed that it should be a government responsible to the people through parties instead of directly. The Democrats were decisively beaten in the primary, as the figures will show, even though in the Democratic governor's home city.

As to the fourth point, the initiative, referendum, and recall are now practically unused in Dayton. That the percentage of signatures required is too large and the time limit too short, is believed by many who do not agree with the Socialists on other questions. Their objection may be a sound one, but it is not vital to the plan of government.

If the fifth objection were correct there would be no argument in favor of the present government in Dayton. It is only by disregard or misinterpretation of the facts that this statement may be made. The government has cost more as a whole since 1914, due to the great extension of community functions undertaken and to the intensive development of already existing activities. Where available, cost data service by service usually show that the same activity has cost less since 1914 than prior to that date; and records of quantity of work performed also run in favor of the period since the City Manager form became operative. The only proof for these conclusions is the facts and records themselves. Unfortunately the Socialist leaders talk in generalities rather than dealing with specific instances which permit of reasonable comparison. A study of the work of the government in its actual operation will convince one that



this objection is thoroughly unfounded. A perusal of this book shows the lack of any semblance of ground for the claim. This does not mean that the government has not made mistakes. Mistakes have been made, and all, even its most active supporters, are willing to admit it. But these mistakes have never been important or numerous enough to justify any claim of failure.

The sixth and final objection is given two supporting instances in the pamphlet. The first deals with an attempted amendment to the charter proposed by the United Trades and Labor Council. It is stated that this was refused submission to the people without due cause. That prominent officials of the United Trades and Labor Council even to-day openly espouse the plan of government and the results obtained is sufficient comment on this subject. The other instance refers to the "million dollar bond issue" voted by the people in November, 1915. It is inferred that this was forced through. Yet every one of the nine separate sections composing the issue was passed by more than the required two-thirds majority. The opposition at various times has stated that the million dollars was used for operation purposes instead of for the improvements as planned. A very little time spent on the city's books shows that every cent of the money spent has gone for the improvements as planned.

These constitute the objections of the Socialists and those gathered under the Socialist banner in Dayton. It would seem that what is needed is leaders who are able and willing to see and report the truth.

## OTHER OBJECTIONS

Objections other than those given above usually deal with some specific detail of administration. The more concrete objections used during campaigns relate generally to minor matters, but a brief discussion of them is worth while. There are in part Socialist propaganda and in part real objections from citizens who wish to have an answer to their doubts. A few of the objections will show their general nature. A brief summary of such answers as are not obvious is also included:

1. Why go outside the city to obtain a manager?

The answer given is that the best man should be employed regardless of residence. Also that an outside man will have no personal bias.

2. Why pay the manager \$40 a day? (The question is usually framed in this way.)

It may be replied that the Commission fixed the salary, based upon ability of the executive to earn the amount. The manager actually saves many times that amount each year. The opposition, however, refuses to accept any reasoning in justification of the salary.

3. Why employ "outside experts" at \$50 a day?

This applies to utility experts to determine gas and electric rates, water and sewer plans, etc. The answer is indicated in an earlier chapter,—for the same reason that private corporations engage consulting specialists when necessary.

4. Is the city responsible for the high cost of living and why does the city not take steps to relieve it?

5. Questions regarding salaries of police, firemen, etc.

6. Questions regarding the finances of the city.

7. What does the city do now that it did not do before?

This is a common question, though no thinking citizen should really need to ask it. A long list of new services and improvements in old is evident in reviewing the operations of the city government, after the inauguration of the City Manager form.

8. Why is the tax rate going up? Why is it not lowered? Doesn't the city spend too much money?

These questions are discussed in the chapter on "Getting and Spending."

9. Complaints about individual officials.

10. Questions about paving, street repair, progress of public improvements.

11. Complaints of injustice in the enforcement of health regulations.

12. Why not more parks and playgrounds?

The answer is that the people on two occasions refused to vote bond issues for this purpose.

There are numerous other questions along these lines. Most of them are fair and honest and merely require facts for their answer. Some are intended to confuse, as are so many preëlection questions everywhere.

#### TELLING THE PEOPLE ABOUT THEIR GOVERNMENT

In several ways the city officials try to keep the people in touch with what the government is doing. It is believed by the administration that the best way to keep the confidence of the people is to have all city affairs open to the public and to get the facts to the citizens.

The Commission holds weekly meetings, all of which are open to the public. One evening meeting each month, to enable citizens unable to be present during the day to attend, was inaugurated in 1918. Citizens are invited to voice their opinions on any subject coming before the body.

The annual budget is printed in the newspapers, and for some years was published in pamphlet form by the local Bureau of Municipal Research for general distribution. A public hearing is called by the commission for promoting public discussion of the work program and means of financing it, but the citizens have manifested very little interest except in 1914.

Each year the city commission makes a report to the people. This report contains in brief form a statement of the activities and work of each division and bureau of the government and a financial statement of the city. From 30,000 to 40,000 copies are printed and one is delivered to each home in the city. This report is also printed in the newspapers without cost to the city. The report of the auditors of the city's books is printed and distributed in pamphlet form.

On the administrative side, opportunity for publicity is offered through the policy of the City Manager, providing that correspondence coming into all administrative offices shall be available for review by the newspaper reporters. Articles are occasionally prepared for submission to the papers.

In 1915, a municipal exhibit was held by the city, coöperating with the county and school governments, to make clear to the citizen body by means of charts, models and demonstrations the scope of activities of each of the departments. Nearly 50,000 citizens attended the exhibit, including about 9,000 school children. The opportunity for repeating this means of informing the public has not been availed of. This exhibit comprised part of the educational campaign which resulted in the success of a bond issue for an improvement program for the city amounting to \$1,053,000.

It is apparent that publicity about municipal affairs in Dayton is not confined to election times. However, it is spasmodic. It is not sufficiently continuous nor progressive. Effective publicity pulls — it doesn't jerk. A thoroughgoing and regular program for furnishing householders and taxpayers with plain facts about their community affairs has not been laid down and carried out



by the Commission or Manager. No agency within the government itself had been established for the very important object of informing the taxpayers — the "ultimate consumers" — about the kinds of services, the quantity and cost, they are obtaining through their government. The possibility for such publicity bureau exists nowhere better than in the Manager's office. The citizen was never in greater need of information about his government than to-day, when the activities are so diversified and complex and so rapidly expanding.

An intimate contact with the citizenship of Dayton leads to the conclusion that there exists a considerable opposition to the government which has been in effect since 1914 because the citizens are not adequately informed of the program, performance and results of the administration. The blame lies in part with those in public office. To be at its best a government must have the confidence and support of the people at all times. The only way to get this support is through having a continuing interest based on a knowledge of city affairs in general. The successful administration must, in no small measure, be its own propagandist and publicity agent.

#### THE 1917 ELECTIONS

In the summer and fall of 1917 the government was put to the severest test it has had to meet since it came into existence in January, 1914. The City Commission is composed of five members. There is an election every two years. At one, two members are elected; and at the next, three members are elected. In 1915, two years

after the adoption of the charter, the terms of two of the first members of the commission expired. In 1917, the terms of the other three members first elected expired. In 1917, then, the election would determine the majority in the commission.

The primary election and the final election were fought out on entirely different issues and must be treated separately. In the *primary, the city government, its form and its success, was the issue*; in the *final election, through a combination of circumstances, Americanism was made the issue*.

The struggle in August—at the primaries—was three-cornered. Early in the summer both the Democratic and Socialist machines became active, announcing their own candidates, and soon after the Citizens Committee reorganized to advocate a continuance of existing conditions. At first it was felt by many active in the Citizens Committee supporting the administration that a combination was necessary in order to defeat the opponents of the government combined under the Socialist party. An effort was therefore made to compromise with the Democratic machine in the selection of candidates who would be supported by both the Democrats and the Citizens Committee. One of the daily newspapers, however, took the stand that the Democratic organization, while stating that it favored the charter, yet was violating the very spirit and fundamentals of it by attempting to make the administration subject to partisan control. This view was finally accepted by the Citizens Committee, and it was decided that the success of the government should be made the issue. For this reason the three commissioners whose terms were expiring were

induced to run again, that the issue might be the record of the government.

The Socialists put three candidates in the field on a platform of opposition to the government. Their program promised correction of certain abuses, which were not specified, and better rates and service from utilities, and work toward municipal ownership. The Citizens Committee stood on the record of the past four years and outlined a program of improvements including those things for which the city had been working. The Democratic party relied on the strength of its organization obtaining votes for its candidates, who promised certain minor reforms and economies.

During the campaign the Citizens Committee confined its efforts to defeating the Democratic organization, realizing that if successful in this the Democrats could be relied upon to help defeat the Socialists in the final election, as had been promised in Governor Cox's Democratic newspaper. The campaign of the Socialists in this election was quite ignored. The most extensive publicity campaign ever undertaken in the city was carried on through newspapers — two of which opposed the Democrats,— through speeches with stereopticon slides of the work of the government, through letters, pamphlets, circulars, full-page advertisements, etc. The campaign was almost entirely a publicity campaign. A straw vote was taken but it was not effective. The result of the election was a severe defeat for the Democratic organization. The Socialist candidates secured the three highest places in the primary, and the three citizen ticket candidates ran fourth, fifth and sixth; thus eliminating the Democrats, who came far behind, and four independent candidates who were last.

The vote at the primary was as follows:

Socialist Candidates		Non-Partisan Candidates		Democratic Candidates	
Barringer	11,017	Switzer	7,314	Huffman	3,883
Geisler	9,237	Shroyer	6,760	Kem	3,500
Farrell	8,908	Mendenhall	6,471	Oswald	2,781
	<hr/> 29,162		<hr/> 20,545		<hr/> 10,164
Independent candidates, 1,883 votes.					
Total vote cast, 20,858. (Each ballot might carry 3 votes.)					

The large vote secured by the Socialists frightened the leaders of the Citizens Committee, and the outcome of the November election on the issues of the success of the government appeared doubtful. The Socialists had polled about three times their normal vote and were confident of winning in the November election.

Now for the unexpected. It happened that after the August election one of the local Socialist leaders wrote an article in the *New York Call*, the Socialist newspaper, in which he stated that the Socialists' success in Dayton was due to their *anti-war attitude*. This article was taken by the Citizens Committee as its basis for the final campaign. The *issue was made solely one of Americanism*. The final result was a decisive victory for all three of the Citizens Committee candidates, insuring the continuance of the present plan for another four years. The vote was as follows:

Non-Partisan Candidates			Socialist Candidates		
	Total Vote	Gain over primary		Total Vote	Gain over primary
Switzer	17,248	9,934	Barringer	13,633	2,616
Shroyer	16,661	9,901	Geisler	12,248	3,011
Mendenhall	16,474	10,003	Farrell	11,940	3,032
	<hr/> 50,383	<hr/> 29,838		<hr/> 37,821	<hr/> 8,659

There was a total of 29,400 votes cast, of which the Socialists received 43 per cent.



Whether the Citizens Committee was justified in diverting the issue from a purely local one to a national one and whether this course was necessary to save the Dayton government, is doubted by many of the strongest proponents of the administration. It is asserted that if the government cannot stand on its record, the people do not want it and it should be replaced. If the method adopted is justifiable at all, it is only on the basis that in the primary election, as in the final, no matter what the issue, many discontented people — discontented with economic conditions, opponents of the war, pro-Germans, and what not — voted for the Socialist candidates as protest against conditions which are without the sphere of city government. This is instanced by the fact that many people placed the blame for the high cost of living on the city government.

If the Socialists had won in the final election, no matter what the issue talked on, it would not have been proof that the majority of the people were opposed to the government of the city as it now exists. Neither did their failure prove the contrary. As to what the people of Dayton really think of their local government, little can be deduced from the final election of 1917.

Aside from the issues on which the elections were fought out there are certain features of the practices followed which are worthy of serious thought on the part of all persons interested in efficient, non-partisan government. The first is that the Citizens Committee spent upwards of \$50,000 in the two elections, not including the value of time contributed through organizations. This is more than was ever spent on an election under the old régime. The \$23,000 spent in the primary campaign may be justified in part on the ground that it was prac-

tically all spent on various forms of publicity. It was spent in an effort to bring home to the people of the city what their government is doing, and why the commission-manager type should be continued.

In the final campaign, however, this is not true. The Citizens Committee enlisted the support of the Democratic "machine" and paid that machine \$3,000 to finance its work—which consisted of putting its paid ward and precinct workers in the field, and reversion to old-time political methods. In the same way sums of money were paid to workers of the nearly extinct Republican organization in order that its members might be properly "lined up." All the methods of the politicians of bygone days were brought into play, except that no city jobs were promised or given to any workers, and no city employee took part in any way in the campaign. The administrative end of the government has kept consistently out of politics and held aloof from political methods.

The methods of the Socialists, while different, are equally bad. Their efforts were made through speeches, organization, and their newspaper. Their worst fault is that they were careless with the facts. Their statements as to the activities, methods, and procedure of the government were very often clearly in error. Statements were constantly being made which a few minutes of investigation would have proved to be absolutely false. Without basis they termed inefficient the most efficient parts of the government. They promised absurd and impossible changes in operating and financing. In any city an apparently plausible exposure of inefficiency, a play on individual complaints, and a promise of wide reforms, will draw a large following. Couple with this

the appeal of the special class propaganda, and the force generated becomes very strong. This was Dayton's experience; it is the experience of other cities all over the country at this time; it is the experience of the nation at large.

## CHAPTER XII

### ORGANIZING CITIZEN INTEREST

THUS far the operation of the City Manager government in Dayton has been discussed from the point of view of organization, personnel and methods. It is not, however, to be concluded that adequate government is based entirely upon these elements,—i. e., upon having a well developed and popularly approved program, which is executed by capable officials through the medium of a centralized organization, and in accordance with the scientific methods which modern government demands and which such organization facilitates.

This conclusion would be in error,—it would be only a part of the whole truth. A more important element in government than all of these is citizen interest. It is through citizen interest that these other factors are brought into being, and are continued. Governments exist only to render services to their citizens. The citizen is the customer of the business of city government; he pays the bills, and decides whether the product and the services he gets are satisfactory. If they are, he will continue them. If they are not, he will change officials, methods or plan to get results more acceptable.

This citizen interest includes a knowledge of the city's problems and the program for their solution, a subordination of personal to the general will of the community, and a public spirit sufficient to choose the right men for office and when possible to serve the city. Wise policies



and adequate performance will not be permanent unless they have the support of a sympathetic, critical and informed body of citizens.

The Dayton government may attribute its success since 1914 to the coöperative efforts and support of its citizens, the majority of whom manifested a high level of good sense, judgment and honest purpose in civic matters. Evidence of this interest and participation is cited in earlier chapters dealing with the adoption of the charter, the work of advisory boards to the City Commission, citizen activities directed by the Manager, and the endorsement of the form of government at the polls at election times.

In Dayton no one has realized the need for capable citizenship more than Mr. John H. Patterson, whose genuine and continuing interest in sound city administration has already been discussed. His entire civic life has been directed to educating public opinion to the point of appreciating and demanding the best in government. His efforts have not been without results, and, when the Dayton government, through a combination of unfortunate circumstances, reached its lowest ebb of effectiveness in 1912, it required only some organized effort to correlate this public opinion and bring its efforts to bear for improvement.

Mr. Patterson apparently realized this turn in affairs, and in 1912 sent a young woman student of Cambridge University to confer with Dr. William H. Allen, then director of the New York Bureau of Municipal Research and now director of the New York Institute for Public Service, about possible next steps. It is of interest to note that out of the several proposals for organizing citizen interest, Mr. Patterson selected that for the for-

mation of a citizen agency, which would bring the attention of the entire citizen body to the city government, and obtain public coöperation in promoting good government through furthering public knowledge concerning the city and its problems, and through coöperation with officials then in office.

Accordingly, in October, 1912, Mr. Patterson established the Dayton Bureau of Municipal Research, and alone financed it for over three years. For more than the first year of its life the Bureau had to deal with incompetent organization and officials in the city administration which preceded the City Manager plan. From the first its efforts were constructive, and some measure of coöperation was secured with the persons then in office in improving conditions. Its greatest results, however, were in preventing isolated instances of attempted dishonesty, and in presenting to the public an unbiased and accurate statement of the unwholesome conditions to which their government had come.

The City Manager, department heads, prominent citizens, newspapers and others have at various times testified as to its success in accomplishing its purpose. It worked in two main lines of endeavor—through coöperation with city officials in working out and installing new methods and practices, and through publicity of facts about the government in order to help every citizen become intelligently interested in the work and accomplishments of that government.

In 1914, in discussing the "Commission-Manager Plan in Actual Operation," before the National Municipal League convention, City Manager Waite said of the Bureau:

"The municipal research bureau was started in Dayton prior

to any work of the new charter. They are still at work, and have been a great help to us. I have taken the trouble on several occasions to go to cities that are contemplating such a change. I advise them against rushing too rapidly, when they are not properly prepared. Before these changes of government are inaugurated a municipal research bureau investigation or something similar which is impartial, should be made. Having followed such a bureau in two cities, it is to my mind necessary for three very primary reasons:

"First, the Bureau can use the information which it gets as a means of instructing the people of that community that a change is necessary;

"Second, when the government does come into effect, it is absolutely necessary because you cannot expect support and help from the people who are in office, and your bureau is the only impartial body which has the information; it is of wonderful help in putting the new government into effect;

"Third, the information and the statistics which the bureau has compiled are the only means by which comparisons, of the old against the new, can be made."

For five years the efforts of the Bureau were devoted to the problem of utilizing a trained staff in improving conditions in the city's management, and also in the schools and county government.

In July, 1916, the founder of the Bureau decided to open the agency to the general participation by all citizens, owing to its wide community service. A board of fifteen prominent citizens, from various interests, were selected as directors, and 150 subscribers raised a fund of over \$20,000 for its work the ensuing year. A staff of five men were engaged in studies in the city, school and county affairs, and in publicity.

Unfortunately for the city, the effects of war time conditions halted the program, and on January 4, 1917, the directors passed a resolution as follows:

"In view of the insufficient income to maintain the Bureau



upon its present basis, and the undesirability of making a financial campaign under present conditions,

"Resolved, that the Bureau discontinue operation for the time being."

The Bureau has not since been reëstablished. It is probable that the necessity of a Bureau's existence in a well governed city was never fully accepted, yet among the directors were a number of manufacturers, who fully appreciate the absolute necessity of research in their respective fields in order that they may remain abreast of the times and meet competitive conditions.

It is interesting to note in this connection that Bureaus elsewhere throughout the country received not only their accustomed financial support, but in some cases additional funds, because the directors felt that, with ordinary citizen interest diverted from their local governments, there existed an increased demand for a citizen agency continuously watching local administrations.

During its life the Dayton Bureau was an active agency, but was merely one of a growing number of citizen agencies which awakened cities have found to be essential in affording them an intimate and impartial contact with their government, and to afford them with a fact basis which will enable them to work constructively with public officials on a program of governmental betterment.

The summary of the Bureau's work in city government follows, and is just an illustration of what any city may expect from a Bureau of Municipal Research.

#### LIMITING EXPENDITURES

1. One of the first efforts of the Bureau was to force the council to limit its appropriations for the year 1913 to the actual visible income of the city. For six years



previously there had been an average annual deficit of \$60,000, although such excess of expenses over revenues was illegal.

2. This procedure resulted in the outgoing council leaving a cash balance in the city treasury available to the city manager administration on January 1, 1914.

#### BUDGET PROCEDURE

1. The Bureau secured the adoption of an itemized budget in place of the partial lump sum plan then followed. The object of the segregated budget was to give full information to the council and public.

2. For the first time, at the request of the Bureau, public hearings were held in 1913 on the appropriation ordinance, and a large citizen attendance resulted. Public meetings have since been held each year.

3. A uniform expense classification was prepared in 1913 by the Bureau as a distinct improvement over the former independently classified departmental requests. The classification has been followed since, with modifications as experience suggested.

4. The Bureau helped in the preparation of each budget, and printed the budget annually until 1917, for general distribution.

5. Each year, during August or September, the Bureau assisted the Manager re-tabulate and analyze budget appropriations and expenditures, in order that reductions for the rest of the year might be made, as necessitated by a shortage of actual revenues from original estimates, and thus enable the city to operate within its income.

## CITY CHARTER

1. The Bureau made extensive investigations of results obtained under different forms of city government elsewhere.

2. The Bureau urged upon the Chamber of Commerce the necessity of immediate action relative to a new charter, if results were to be secured at the first election.

3. The Bureau took exception to the plan of government proposed by the Chamber of Commerce committee, on the grounds that several sections were either unconstitutional or illegal,— such as included the board of education, courts, etc. The plans were changed accordingly.

4. The Bureau furnished the campaign committee with the fact basis for the changes desired through the charter. Material was furnished for local advertising and an immense amount of literature relative to commission-manager government was distributed. Practically half the Bureau's time during this period was spent on publicity, speaking, preparing data, reporting speeches, writing circular letters and assisting the citizens' committee in general. It is estimated that 100 speeches were made by persons attached to the Bureau staff.

5. After the election of the charter commission, the Bureau, at the request of this commission, suggested an outline for a complete charter and recommended the appointment of five committees to consider as many divisions of the document. The director of the Bureau worked on the drafting of the proposed sections, and his suggestions were largely availed of. After the adoption of the charter the Bureau distributed approximately 5,000 copies. Hundreds of copies have been sent to other cities upon their request.

## REORGANIZATION OF THE GOVERNMENT

1. With the inception of the commission-manager form of government on January 1, 1914, the Bureau assisted the officials to assume their duties. After the charter election, data were secured covering the organization of each department and sub-department within the city government. Charts were drawn showing each of the positions, with salary, and an accompanying digest of the duties of each employee. These were prepared in book form and were submitted to the newly elected commissioners. Also a tentative outline was prepared for the new government.

2. The Bureau actively assisted in the preparation of plans for the utilization of city hall space by the new departments.

3. A handbook was prepared and distributed in this connection, covering the civil list, a statement of bond issues outstanding, digest of the city budget, and a summary of the charter and rules of the commission.

## DIVISION OF WATER

1. The Bureau in 1913 made an examination of the water utility, and as a result recommended that an increase in rates be made and operations be placed on a more economical basis. These recommendations were adopted by the city manager administration.

2. The Bureau completely reorganized the accounting methods in the bureau of revenue collection.

## GARBAGE REMOVAL

1. A comprehensive study was made of the methods of garbage collection and disposal, and a member of the

staff followed garbage wagons for one week, to find that the teams were working only 5.6 hours daily, yet charging ten hours, and were hauling only two loads per day. Through introduction of motor-driven vehicles in collection, re-districting the city and forcing employees to give a full day's services, much better service resulted.

2. Cost records for garbage collection and disposal were devised and installed by the Bureau, and also a routing system for wagons and trucks.

#### DIVISION OF STREETS

1. The Bureau caused the laying of new pavement to be done in compliance with specifications beginning in 1913, and for the first time in years.

2. A member of the Bureau staff spent much time checking up on street paving with one of the contractors, and found notable delinquencies in the use of old brick, insufficient cement and excessive cuts in sheet asphalt. It is estimated that through revised methods the city saved \$25 per day on the last item alone.

3. A survey of the methods employed by the division led to the recommendation for a reduction of the force to keep within the appropriations, and the putting into operation of idle flushing and street sweeping machines. This apparatus was used by the new administration.

4. The city manager administration introduced cost records for street maintenance and repairs, as devised by the Bureau. In 1917, the cost record system was extended by the introduction of planning maps and routes for cleaning streets.

#### DIVISION OF FIRE

1. The council in July, 1913, issued \$119,000 of bonds for purchasing motor apparatus for the division,



and, due to suspicion of graft in connection with previous purchases of such equipment, the Bureau requested to be allowed to draft specifications for the different types of machines to be bought. The specifications were drawn, although the safety director declined to have them passed on by recognized authorities.

2. The Bureau widely advertised the prospective letting of contracts for the apparatus, with the result that 27 bids were submitted, and the lowest bid was \$24,000 below the department estimate of cost.

3. The Bureau resorted to publicity to prevent the award of the contract to the highest bidder, and this finally resulted in the board of control resolving to take no action but allowing the incoming commission to settle the matter.

4. Later the Bureau, through its survey of the division, made recommendations for the purchase and distribution of approximately \$69,000 worth of fire apparatus, in place of the amount originally intended, with a result that \$50,000 of the \$119,000 bond issue was turned back into the sinking fund.

5. Much constructive work was accomplished by the Bureau in the division of fire in putting into effect the recommendations made in its survey of the division. A complete set of records was prepared and installed, and their use followed up. These included a consolidated daily report to go to the desk of the director and the City Manager each morning.

#### DIVISION OF POLICE

1. Nearly the entire time of a staff member for more than a year was spent in carrying into effect the recommendations made in a survey of this division. A com-

plete reorganization was effected, and a complete set of record forms prepared and their installation supervised. These also include a consolidated daily report to go to the director and City Manager.

2. An ordinance was proposed by the Bureau authorizing the employment of a sergeant of traffic, and this ordinance was passed.

3. A training school for members of the police force was suggested by the Bureau, and the school was established by the city manager administration.

#### POLICE AND FIREMEN'S PENSION FUNDS

1. At the request of the trustees of the police and firemen's pension funds, the Bureau made a study of the status of the funds, and suggested means to be taken best to protect the uniformed forces.

#### DIVISION OF BUILDING INSPECTION

1. The Bureau financed the entire cost of preparing a complete and modern city building code. The City Commission afforded hearings to interested persons on the several sections, and after the necessary revisions adopted the code in December, 1916.

#### DIVISION OF HEALTH

1. The Bureau coöperated with the Board of Health in 1913 to inaugurate a more vigorous enforcement of the sanitary laws. This program included the recording of sanitary reports, pin charts of contagious diseases, a revival of milk analysis after a lapse of two years, preparation of a score card system, more adequate inspection of dairies, etc.

2. In May, 1913, a complete survey of the administra-

tion of the board of health was made, and recommendations made for further extension of the service of the department. This report was followed up by the new division of health in 1914, and assistance was given in installing the records recommended. A supplementary program of health activity for the summer months was included, and was accepted by the health officer.

3. Additional appropriations for the extension of health work were obtained from the City Commission, in line with the new program accepted.

4. Extensive publicity was given by the Bureau to health matters. In 1913, during a diphtheria epidemic, the Bureau wrote daily newspaper articles, based on facts emanating from the division. A series of eight bulletins was prepared from the survey report, and follow-ups were issued. 20,000 cards on various subjects, as fly swatting, prevention of diphtheria, etc., were published and distributed. The results of the campaign for better health conditions are reflected in the reduced death rate after 1914.

#### DIVISION OF CORRECTION

1. The Bureau disclosed certain abuses in purchasing activities at the city workhouse in 1913, and these were remedied.

2. In 1914, a complete set of accounting records was installed at the workhouse by the Bureau; and after the purchase of the correction farm these were revised and enlarged as necessary.

#### LEGAL AID BUREAU

1. The Bureau tried to interest a local committee in 1913 in establishing a free legal aid bureau, but without

result. In 1914, the City Manager was induced to put in the budget an item of \$625 for such a bureau, under the direction of the welfare department. Its success has resulted in the continuance of the activity.

#### DIVISION OF RECREATION

I. The Bureau coöperated with the supervisor of recreation to enlarge the plan of work of the division, and recommended the establishment of additional social centers. As a result of these studies, the recreation program of the city has been greatly enlarged.

#### CHARITIES SURVEYS

I. In indicating the interlocking of social agencies within the city and the activities of the department of public welfare, there was outlined a program proposing a social survey of the city. This program was accepted, and the Bureau made the investigation of nine private charities. Many constructive results were accomplished through these studies, to remedy the conditions disclosed. As samples of the facts ascertained through the Bureau's enquiry, the following are cited:

Of a fund of \$25,000 received by the Associated Charities from the Red Cross when the latter Society finished its flood relief work in Dayton in October, 1913, \$11,000 was not used for much-needed rehabilitation work, but was applied by the Associated Charities trustees in payment of a mortgage on their property.

Two-thirds of the money raised for the Salvation Army Relief Department was found to be spent for purely temporary relief in the form of Christmas baskets. No use was made of the confidential exchange by the agency, nor was there any coöperation with other relief agencies.

An investigation was made by the Bureau of the Door



of Hope, a charitable institution for delinquent girls, which is subsidized by the city government, and a detailed report made to the city officials.

The institution was found to be operating contrary to State laws governing the placing out of children, was unlicensed by the State Board of Health, and had not the endorsement of the Board of State Charities. Although the city contributed to its support, it had no authority as it had no membership on the private board of directors.

As a result of the study, the city government was given a voice in the management of the home, and received monthly reports from it.

#### DEPARTMENT OF FINANCE

1. The Bureau gave almost constant attention to this department. In anticipation of the installation of the new government a complete study of the offices of auditor and treasurer was made, and a system of accounting prepared. In this work, the Cincinnati Bureau of Municipal Research was employed by the local Bureau. The installation of the accounting system was supervised by the Bureau, although never fully adopted by the department.

2. Many details of procedure were revised by the Bureau, as to handling discounts, retained percentage funds, teachers' pension funds, trust funds, etc.

3. The Bureau made an analysis of the city sinking funds, with a view to presenting a more equitable scheme of liquidating the funded liabilities of the city, which resulted in putting the fund on a scientific basis.

4. The annual interest and sinking fund requirements on all outstanding bonds of the city were computed by the Bureau, at the request of the department.

## DIVISION OF PURCHASING

1. Beginning in 1912, the Bureau advocated the establishment of a centralized purchasing department, and collected information in support of the proposal. As a result, a requisition system for purchasing supplies was introduced by the auditor under the old administration, thus eliminating unauthorized expenditures.

2. The forms and procedure were prepared by the Bureau in 1913 ready for the installation of a central purchasing agency by the new administration, and this function was one of the first completed in 1914.

3. A classification of supplies and materials was outlined as the result of an analysis of requisitions of 1913, and this classification has since served as the basis for budget requests.

4. The Bureau has assisted in preparing standard specifications on a number of commodities, for the purchasing division.

## DISTRIBUTION OF THE TAX RATE

1. The findings of the county budget commission in its work of determining the distribution of the tax rate annually as between the city, county and schools, was followed each year and reported to the public. Effort was made to secure an equitable distribution, although the city receives scant consideration from the county officials comprising the apportioning body.

## CIVIL SERVICE

1. At the request of the Civil Service Commission in 1914, the Bureau assisted in examining 21 candidates for

the position of chief examiner, and also corrected and graded the papers of the applicants.

2. A complete list of city employees with titles and rates of pay, was prepared according to the grades and classes established by civil service rules.

3. The Bureau worked with the new Commission, both in outlining the general plan of its activity and in building up a standardized classification of all positions in the civil list. The latter was the basis of the classification adopted in 1916.

#### MUNICIPAL EXHIBIT

1. Under the auspices of the Bureau and in the direct charge of Mr. Arch Mandel of the Bureau Staff, the city, county and public schools put on a Municipal Exhibit for ten days, October 9 to 18, 1915. The exhibit occupied two entire floors of the spacious Memorial Hall. By physical displays, charts, diagrams and demonstrations, the 50,000 citizens, including more than 9,000 school children, were told just what services each of the political subdivisions was giving for the taxes spent by it. The entire cost of the exhibit was only \$1,500, and no entrance fee was charged.

2. One result of the Exhibit was to assist in the passage, by the required two-thirds majority, of a \$1,053,000 bond issue for city improvements. The county also secured by vote of the people an additional one-mill tax levy for roads.

#### PUBLICITY

1. One of the main activities of the Bureau was giving publicity to the activities of the government,—telling the citizens what the city was doing and how well. During

1916 and 1917 a full-time publicity man was employed to prepare articles and data for newspapers, bulletins, magazines, advertisements, etc. Ever since its organization, the Bureau had emphasized the value of getting "the facts to the folks." Thousands of copies of books and folders were distributed, in addition to current publicity.

Among the documents issued by the Bureau were the following:

Shall We Change Our Form of Government? (16 pp.)

Appropriation Ordinance; First Half of Year 1913. (30 pp.)

Plan to Place the Water Works on a Self-Sustaining Basis. (28 pp.)

Government by Deficit, Nos. 1, 2, and 3. (12 pp.)

Organization and Administration of the Department of Health. (97 pp.)

Reprint of the Dayton Charter. (32 pp.)

Appropriation Ordinance; Second Half of Year 1913. (30 pp.)

The City Budget of 1914. (42 pp.)

The City Manager Plan of Government for Dayton. (8 pp.)

A Charter Primer. (24 pp.)

Survey of Over-age and Progress in Dayton Schools. (46 pp.)

Semi-Annual Report of the City. (16 pp.)

Budget Classification. (16 pp.)

The City Budget of 1915. (52 pp.)

Water Improvement Plans. (8 pp.)

Second Over-age and Progress Report. (20 pp.)

One Year of City Management of Dayton. (12 pp.)

Some Types of City Government. (12 pp.)

Comment on the Dayton Charter. (10 pp.)

Some Facts about the Tax Rate. (16 pp.)



Reprint of the Annual Report of the City Commission for 1915. (36 pp.)

Reprint, Budget Making for Small Cities. (14 pp.)

Reprint, Budgetary Procedure under the Manager Form of Government. (14 pp.)

Reprint, The Law and Public Welfare. (8 pp.)

Reprint, The City Manager and Social Justice. (8 pp.)

Reprint, The City Manager at Work. (8 pp.)

The City Budget of 1916. (64 pp.)

History of the Dayton Bureau of Research. (28 pp.)

Building New Schools for Dayton's Children. (20 pp.)

Research — Progress — Facts; A Year of Governmental Research. (40 pp.)

The folders issued were as follows:

Organization of the Bureau of Municipal Research.

Eight Bulletins on Public Health.

Motor-Driven Fire Apparatus Bids.

A Complaint-Suggestion Bureau.

Some Acid Tests of City Manager Government.

Swat the Fly.

Diphtheria Epidemics vs. Diphtheria Prevention.

Shade Trees in Dayton.

Infant Death Rate.

The Municipal Exhibit.

Why the Bureau Should Be Continued.

Reprint, The City Manager and the Baby.

## FOLLOWING ARE SEVERAL SAMPLE PAGES OF THE DAYTON BUDGET

### Classification of Accounts

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*Expense* comprises all items of expenditure necessarily incurred for current administration, operation and maintenance of the several departments; those for which the General Fund is reimbursed; and those for materials and equipment in the nature of renewals or replacements, which do not add to the capital assets of the corporation.

*Capital Outlay* comprises expenditures of every character made from the General Fund which increase the capital assets of the corporation.

Under each of these divisions appropriations and allotments are made in accordance with the following classifications:

#### A. PERSONAL SERVICE.

*Personal Service is direct labor of persons in the regular or temporary employment of the corporation.*

##### 1. Salaries.

To include compensation of all employees who are paid at a monthly or yearly rate.

##### 2. Wages.

To include compensation of all employees who are paid at a daily or hourly rate. The estimate shall show each grade of labor used, under the title designated by the Civil Service Board; maximum rate of wages per hour; and total number of hours for the year.

**B. CONTRACTUAL SERVICES.**

*Contractual Services are activities performed by other than municipal departments, under expressed or implied agreement, involving personal service plus the use of equipment or the furnishing of commodities.*

**1. Communication.**

To include telephone, telegraph, cable and messenger service and postage.

**2. Contractual Repairs.**

To include all repairs made by contract or open market order to equipment, buildings, or structures.

**3. Hire of Equipment.**

To include compensation for the use of equipment,—viz: hire of teams with or without vehicles; with or without drivers, etc.

**4. Insurance.**

To include premiums on all kinds of insurance on property and equipment, and liability insurance.

**5. Public Utility Services, N. O. S.**

To include furnishing of public utility service not otherwise specified or allocated,—electricity, gas, steam and water, including street and park lighting, and switching cars. Note: Freight, express and delivery charges are added to the cost of material..

**6. Special Service.**

To include compensation for personal services, not otherwise specified,—viz: special investigations and surveys; inspecting the manufacture of pipe, paving material, etc;

**7. Traveling.**

To include expense of public officers and employes, incurred in the regular performance of their duties, for transportation by public carriers, Pullman, subsistence, and gratuities.

**8. Other Contractual Services.**

To include other services rendered by contract or open market order,—boarding of live stock, horseshoeing, legal advertising, rent of lands and buildings, rent of moving picture films, storage of equipment, support of persons in institutions, towel service, etc.

**C. SUNDRY CHARGES.**

*Sundry charges include those outlays legally or morally obligatory upon the city as a public corporation and trustee.*

**1. Contributions.**

To include donations to hospitals, rescue missions, humane societies, and other organisations; compensation to prisoners; dues for membership in organisations.

**2. Debt Service.**

To include the payment of the principal and interest of funded and unfunded debt.

**3. Depreciation.****4. Imprest Cash.****5. Pensions.****6. Refunds and Claims.****7. Taxes.****D. SUPPLIES.**

*Supplies are commodities of a nature which after use show a material change in, or an appreciable impairment of, their physical condition; and instruments liable to loss, theft and rapid depreciation.*

*Note:—The following lists are illustrative and not exhaustive.*

**1. Chemicals, Drugs, and Medicines.**

To include acids; alcohol; ammonia; antitoxin; disinfectants; gums; homeopathic drugs; medicines,—veterinarian; medical bandages; gauze; medicated cotton; minor rubber supplies; ointments; photographic chemicals; pills; powders; quinine; serums; soaps,—blue, medicated; splints; suture materials; tape; wines and liquors; whiskey; water,—medicated; vaccine; etc.



## 2. Clothing, Dry Goods, and Notions.

To include aprons; awning cloth; bedding; blankets; bunting; bur-lap; buttons; canvas; cloth; cotton goods; comforts; curtains; dress findings; flags; hats; linen; mattresses; oilcloth; pillows; ribbons; robes; rubber goods; shoes; suitings; sheets; thread; towels; yarn, etc.

## 3. Food Products.

To include bread; cereals; condiments; crackers; dairy products; flavoring extracts; fish; flour; fruits; groceries,—baking powder, coffee, lard, pickles, salt, spices, sugar, syrup, tea, etc.; ice; meats; pastries; soft drinks; soups; tobacco; vegetables; water; etc.

## 4. Forage.

To include bran; chicken feed; corn; excelsior; hay; meal; middlings; salt; straw; shavings; tan bark; etc.

## 5. Fuel.

To include calcium carbide; coal; charcoal; coke; excelsior; wood; etc.

## 6. Minor Instruments.

To include minor apparatus, instruments, tools, and utensils which are liable to loss, theft, and rapid depreciation.

Minor apparatus to include that used in cleaning, engineering, hospital, laboratory, medical, painting, recreation; alcohol lamps; balances; blow pipe; burners; base balls; braces,—leg; drills; filters; flasks; games; lanterns; lantern globes; measures; oars; printing frames; rubber; scales; tubing; tool bags; water coolers; etc.

Instruments to include calipers; chains,—measuring; compasses; dating machines; douches; drafting instruments; dental supplies; forceps; gauges; lenses; numbering machines; pincers; saws; scissors; sterilisers; surgical instruments; thermometers; triangles; etc.

Tools to include adzes; augers; axes; bellows; bending tools; bits; braces; caulking tools; clamps; crow-bars; curry combs; emery cloth; jacks; hand cuffs; hose,—N. O. S.; oil stones; pinchers; punches; reamers; shears; scrapers; stakes,—engineer; whips; etc.

Utensils to include baskets; bells; brooms; boilers; boxes; brushes; bags; bottles; bowls; barrels; cans; cups; cuspidors; dishes; enamel ware; glass ware; griddles; jars; knives; oil lamps; lamp wicks; mats; pails; picture frames; window poles; whistles,—police; etc.

#### 7. Oils and Lubricants.

To include candles; graphite; greases; gasoline; naphtha; oils,—illuminating; oils,—lubricating; etc.

#### 8. Stationery.

To include binders; books,—blank; book supports; calendars; cards; card holders; chalk; clips; crayons; desk pads; duplicator supplies; envelopes; eradicators; erasers; filing cabinet supplies; ink; labels; manuscript covers; mimeograph supplies; pads; paper; paste; pencils; pens; rubber stamps; sponges; tracing cloth; typewriter supplies; water colors; wax; etc.

Publications,—to include almanacs; atlases; books,—reference, text; catalogs; charts; dictionaries; magazines; maps; newspapers.

#### 9. Other Supplies.

To include supplies which cannot properly be allocated to other classes; as,—badges; chamois skins; explosives; fertilisers; horse-shoes; matches; photograph racks; seeds and plants; soaps; scouring preparations; shrubbery; trees; toilet articles, N. O. S.; wall paper; waste; etc.

**E. MATERIALS.**

*Materials are commodities of a permanent nature,—in a raw unfinished or finished state,—entering into the construction, renewal, replacement or repair of any land, building, structure or equipment.*

**Note:**—The following lists are illustrative and not exhaustive.

**1. Lumber.**

To include blocks; laths; mill products,—sash doors and blinds; mouldings; shingles; ties; timber,—hewn, round; etc.

**2. Machine and Metal Materials.**

To include electrical materials; hardware; iron, steel, and other metals; machine parts; nails, bolts, etc.; pipe, pipefittings, and valves; porcelain materials; and wire and wire rope.

Electrical Materials to include anodes; armatures; batteries; battery parts; bells; buzzers; carbons; clamps; coils; commutators; conduit; fan parts; fuses; insulators; lamps,—incandescent; moulding; plugs; reflectors; shades; sockets; switches; telephone parts; zincs; etc.

Hardware to include brackets; braces; castors; caps; cleats; cotter pins; curtain fixtures; door knobs; door checks; engine gongs; handles; hinges; hooks; hose fittings, (except couplings and nozzles); latches; license plates; locks; keys; name plates; number plates; rods; rollers; springs; worm shafts; etc.

Iron, Steel and Other Metals to include aluminum; brass; bronze; castings; cylinders; grates; copper; iron; lead; metal,—Babbitt; steel; steel balls; tin; tubing,—metal; zinc; etc.

Machine Parts to include automobile parts; boiler fittings; engine fittings; fire engine parts; fire extinguisher parts; fire alarm telegraph parts; garbage incinerator parts; harness parts; hydrant parts; meter parts; pulleys; pump fittings; range parts; road machine parts; sewer machine parts; smoke stacks; vehicle parts; etc.

Nails, Bolts, etc., to include bolts; nails; nuts; rivets; screws; staples; washers; etc.

Pipe, Pipe Fittings and Valves to include bands; bends; bibs; bushings; caps; cocks; connections; couplings; elbows; faucets; ferrules; gauges; pipe; plugs; traps; tubing; valves; valve fittings; etc.

Porcelain Materials to include basins; bowls; closet parts; tanks; urinals; etc.

Wire and Wire Rope to include cable; metal cloth; metal gauze; mesh; netting; rope; wire; etc.

### 3. Masonry.

To include asphalt; asphalt binder; brick; cement; clay; concrete; flagging; granite; gravel; lime; limestone; loam; mortar; pitch; plaster; road oil; sand; screenings; stone; tar; terra cotta; tile; trap-rock; etc.

### 4. Paints, Oils, and Glass.

To include alabastine; benzine; floor dressing; fillers; floor wax; glass; glue; gold leaf; lead; oils,—linseed, turpentine; paints; pitch; putty, shellac; tinner's cements; varnishes; whitewash; etc.

### 5. Other Materials.

To include fibre, leather, and rubber products, etc.—auto tires,—inner tubes, casings; belting; cordage; felt products; hemp; hides; line; leather; oakum; packing; pipe covering; pelts; roofing,—felt or patent; rope; rubber; twine; etc.



**F. EQUIPMENT.**

*Equipment comprises the live stock, furniture, machinery, implements, vehicles, and apparatus necessary and useful in the operation of the corporation, and which may be used repeatedly without appreciable impairment of their physical condition, having a calculable period of service.*

Note:—The following lists are illustrative and not exhaustive.

**1. Furniture and Furnishings.**

To include awnings; benches; beds; book cases; buffets; bureaus; cabinets; carpets; chairs; chests; desks; lockers; mirrors; radiators; refrigerators; rugs; stands; stoves; stretchers; tables; window shades; etc.

**2. Live Stock.****3. Machinery and Implements.**

To include adding machines; ammeters; armatures; air compressors; boilers; drill presses; dynamos; emery wheels; fans; forges; gongs; grind stones; guns; harrows; hydrants; meters; motors; plows; pumps; rifles; revolvers; road rollers; scrapers; sewing machines; sprinkling carts; squilgees; typewriters; vacuum cleaners; vises; etc.

**4. Motor Vehicles.**

To include automobiles; cycle cars; motorcycles; motor fire trucks; trucks, etc.

**5. Vehicles and Harness.**

To include bicycles; buggies; carriages; carts; harness; saddles; trucks; wagons; etc.

**6. Miscellaneous.**

To include law library books; equipment for drafting, engineering, hospitals, laboratory, medical, nautical, recreational, etc., not otherwise specified or allocated.

**G. LANDS, BUILDINGS AND STRUCTURES,—By Purchase.**

### GENERAL COMMENT

The estimates of financing a government are of two parts, viz:

1. Estimates of the needs
2. Estimates of the financial resources to meet those needs.

To consider these estimates fully, the budget of a municipality must be prepared with respect to both the past and the future.

We should include, and this budget does include so far as they have been found necessary in considering the financing of current activities, the following statements:

1. A balance sheet, summarising everything the city owns and all that it owes, including the surplus.
2. Detailed estimates of revenue expected during the year.
3. An operating statement, showing under the proper functional classifications all the revenue and expenses of the past year,—
  - a. By character of expenditure
  - b. By objects of expenditure
4. An appropriation statement, showing the unencumbered balance from the preceding year, still available for expenditure this year. As this budget is for the General Fund only, the unencumbered balance from 1915 is shown as the first item of revenue in 1916,—\$50,108.10.
5. A "work program," outlining the projects the administration plans to undertake during the year. This work program has been furnished in part in 1916 by the itemisation of appropriations by functions.
6. An estimate of expenses for each department and for each activity of each department for the year.
7. A debt statement. This statement affects a budget for current activities only in so far as current revenues need be applied to the liquidation of funded debt. In Dayton, the only funded debt cared for directly from the General Fund is that of bonds and their interest which are a direct lien against water works revenues. For this reason it has been unnecessary to include a balance sheet of either the water works or the general sinking fund.

# CONSOLIDATED BALANCE SHEET

		GENERAL	
		(Assets and Liabilities)	
ASSETS			
Cash .....	\$	50,108.10	
Accounts Receivable .....		22,875.58	
Taxes Receivable .....		109,102.53	
Materials and Supplies on Hand .....		26,510.05	
Undeposited Collections .....		706.80	
Accrued Water Charges .....		17,497.12	
<b>Total General Account Assets .....</b>		<b>\$</b>	<b>226,800.18</b>
		CAPITAL	
		(Assets and Liabilities)	
Cash—General Bond Fund .....	\$	867,706.18	
Special Assessment Fund .....		103,869.17	
<b>Total Cash .....</b>		<b>\$</b>	<b>971,575.35</b>
Unpaid Assessments—Receivable .....	\$	164,089.22	
Certified .....		939,533.40	
<b>Total Unpaid Assessments .....</b>		<b>\$</b>	<b>1,103,622.62</b>
Less Reserve for Loss in Collection .....		55,000.00	
<b>Net Unpaid Assessments .....</b>			<b>1,048,622.62</b>
Accounts Receivable .....		2,882.41	
Property—Lands .....	\$	1,054,838.46	
Buildings .....		426,078.34	
Other Structures, Streets, Etc. ....		11,184,312.34	
Equipment .....		3,088,730.10	
Live Stock .....		9,665.00	
<b>Total Property .....</b>		<b>\$15,763,630.24</b>	
Less Reserve for Depreciation .....		498,478.44	
<b>Net Property .....</b>			<b>15,265,151.80</b>
Undistributed Cost .....		1,623.19	
Bond and Coupon Redemption Fund .....		20,188.50	
<b>Total Capital Account Assets .....</b>		<b>\$17,310,043.87</b>	
		TRUST	
		(Assets and Liabilities)	
Cash .....	\$	34.09	
Firemen's Pension Fund—Cash .....	\$	3,536.69	
Securities .....		52,800.00	
<b>Total Firemen's Pension Fund .....</b>			<b>56,336.69</b>
Police Relief Fund—Cash .....	\$	1,375.05	
Securities .....		4,600.00	
<b>Total Police Relief Fund .....</b>			<b>5,975.05</b>
Retained Percentage Fund .....		16,688.99	
<b>Total Trust Account Assets .....</b>		<b>\$</b>	<b>79,034.82</b>
<b>Total Assets .....</b>		<b>\$17,015,878.87</b>	

**AT DECEMBER 31, 1915****ACCOUNT**

Pertaining to Current Operation)

**LIABILITIES**

Notes Payable .....	\$ 75,000.00
Sundry Claims .....	33.25
Unaccrued Revenue—Liquor Taxes and Market Rents.....	63,405.22
<b>Total General Account Liabilities.....</b>	<b>\$ 138,438.37</b>

**General Account Surplus:**

Excess of Immediate Liabilities over Cash (current deficit).....	\$ 24,925.15
Net Assets not Applicable to Financing Appropriations.....	113,286.86

<b>Total General Account Surplus.....</b>	<b>88,361.71</b>
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<b>Total General Account Liabilities and Surplus.....</b>	<b>\$ 226,800.18</b>
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**ACCOUNT**

Pertaining to Improvements)

Bonded Debt—General .....	\$6,327,280.00
Special Assessment .....	968,600.00
<b>Total Bonded Debt.....</b>	<b>\$7,295,880.00</b>
Less Sinking Fund.....	398,664.95

Net Bonded Debt.....	6,897,215.05
Reserve for Redemption of Bonds and Coupons.....	20,188.50

<b>Total Capital Account Liabilities.....</b>	<b>\$ 6,917,403.55</b>
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**Capital Account Surplus:**

Cash in Excess of Immediate Liabilities.....	\$ 971,575.95
Less Outstanding Orders and Contracts.....	392,410.79

Surplus Available for Further Expenditure.....	\$ 579,164.56
Surplus Unavailable for Further Expenditure.....	9,813,475.76

<b>Total Capital Account Surplus.....</b>	<b>10,392,640.32</b>
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<b>Total Capital Account Liabilities and Surplus.....</b>	<b>\$17,310,043.87</b>
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**ACCOUNT**

Pertaining to Special Trusts)

Unclaimed Money .....	\$ 34.09
Firemen's Pension Fund.....	66,336.69
Police Relief Fund.....	5,975.05
Retained Percentages (Due Contractors).....	16,688.99

<b>Total Trust Account Liabilities.....</b>	<b>\$ 79,034.82</b>
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<b>Total Liabilities .....</b>	<b>\$ 7,134,876.84</b>
<b>Total Surplus .....</b>	<b>10,481,002.03</b>

<b>Total Liabilities and Surplus.....</b>	<b>\$17,615,878.87</b>
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## Estimated Income, 1916

With a Comparative Statement of Actual Receipts for 1915

Nature of Revenues	1916 Estimated	1915 Actual
Cash balance on hand, January 1st.....	\$ 50,108.10	\$ 5,680.00
Delinquent Taxes .....	15,600.00	Included in General
<b>General Property Taxes.</b>		
In 1916, .2948% } on a duplicate of { \$171,481,890		
In 1915, .4136% } { 166,831,200		
producing { \$505,528.61 } from which are		
deducted: { 690,013.84 }		
deducted: 1916 1915		
Reserve for delinquent. \$ 5,900.68 nil		
Collection fees..... 5,000.00 \$ 7,000.00		
Refunds ..... 1,000.00 1,000.00		
State Auditor's charge. 981.49 2,000.00		
Pensions ..... nil 15,000.00		
State Industrial Com- mission ..... 2,717.83 nil		
	\$15,600.00	\$25,000.00
Net Return from General Property Taxes, (1915 includes Delinquent Taxes).....	489,928.61	670,274.57
Collateral Inheritance Taxes.....	2,500.00	2,577.37
Refunds from County, as per Findings of State Auditor.....	5,635.00	
Water Works Revenues.....	260,000.00	228,413.53
<b>Rents</b>		
Market Houses and Curb Spaces.....	26,600.00	27,478.67
Real Estate .....	2,795.00	3,302.73
City Buildings .....	150.00	
City Equipment .....	300.00	531.88
Other Rents .....	250.00	214.67
<b>Miscellaneous Receipts</b>		
Municipal Court.....	15,000.00	17,700.46
Scales .....	600.00	632.80
Night Soil .....	3,500.00	3,166.00
Work House.....	8,500.00	2,247.55
Dog Pound .....	130.00	127.45
Birth and Death Certificates.....	175.00	137.50
Cutting Weeds .....	650.00	285.15
Bomberger Park .....	700.00	650.88
Skating Rink .....		688.85
Boating .....	100.00	72.63
Canoe Lockers .....	150.00	164.75
Dancing .....	2,000.00	1,476.75
Refreshments .....	2,000.00	1,523.81
Bathing .....	1,500.00	1,196.28
Vending, Check Rooms, Etc.....	200.00	71.33
Other Receipts .....	300.00	724.29

Nature of Revenues		1916 Estimated	1915 Actual
<b>Sales</b>			
Purchasing Agent .....		800.00	368.74
Garbage Products .....		50,000.00	699.87
<b>Reimbursements</b>			
Street Cleaning .....		15,000.00	17,602.47
Street Repairs .....		28,000.00	35,640.40
Street Lighting .....		5,412.00	5,519.93
Street Flushing .....		7,000.00	804.22
Bridge Repairs .....		500.00	418.23
Hydrant Repairs .....		100.00	
Water Works Extensions .....			4,190.64
Stores Fund .....			3,212.39
Bond Issues, Advertising .....		500.00	
Bond Issues, Wages of Engineers .....		10,000.00	
Other Reimbursements .....		400.00	272.74
<b>Licenses</b>			
Liquor .....	123,500.00		117,051.17
Cigarette .....	1,300.00		1,287.23
Vendors .....	4,000.00		3,374.00
Theatres and Shows .....	800.00		871.25
Pawn Brokers .....	350.00		300.00
Vehicles .....	8,000.00		8,081.30
Junk Dealers .....	1,000.00		1,100.00
Dog .....	800.00		739.75
Dance .....	400.00		315.25
Other Licenses .....	200.00		350.00
<b>Permits</b>			
Streets .....	7,000.00		6,452.00
Driveways .....	600.00		Included in other
Poles .....	200.00		Included in other
Billboards .....	1,050.00		Included in other
Rollers .....	100.00		Included in other
Building .....	12,250.00		2,473.52
Plumbing .....	4,400.00		4,523.25
Milk .....	950.00		1,008.00
Food .....	750.00		1,135.50
Other Permits .....	450.00		3,569.91
<b>Interest</b>			
On Deposits, General Fund .....	3,600.00		3,908.37
On Deposits, General Bond and Special As- sessments Funds .....	62,528.93		
<b>Sundry Revenues</b>			
Excise Revenues .....	6,600.00		6,441.66
Imprest Cash and Stores Fund .....	5,340.00		5,300.00
Temporary Loan .....	75,000.00		75,000.00
		<b>\$1,328,252.64</b>	<b>\$1,281,351.69</b>

# COST BY ORGANISATION UNITS

## Comparative Statements of Appropriations for 1916 and Actual Expenditures for 1915.

	Totals		Salaries		Wages		Total Personal Services		Contractual Services	
	1916	1915	1916	1915	1916	1915	1916	1915	1916	1915
The Commission	\$ 5,000.00	\$ 6,000.00	\$ 6,000.00	\$ 6,000.00			\$ 6,000.00	\$ 6,000.00		
Clerk of the Commission	9,000.00	8,040.25	2,000.00	3,591.66			3,600.00	3,591.66	\$ 5,210.00	\$ 4,164.05
City Planning Board	500.00								500.00	
Civil Service Board	4,195.00	2,601.59	3,370.00	3,120.00			3,370.00	3,120.00	200.00	570.02
Office of the Manager	18,459.00	25,410.08	10,700.00	16,570.00	\$- 624.00		17,324.00	16,570.00	1,150.00	8,612.08
Department of Law	12,000.00	11,750.99	11,280.00	11,200.00			11,280.00	11,200.00	600.78	382.02
Department of Public Service										
Office of the Director	6,417.36	6,426.89	6,200.00	6,200.00			6,200.00	6,200.00	104.00	120.54
Division of Engineering										
Office of the Engineer	6,365.00	5,907.47	5,460.00	5,178.51			5,460.00	5,178.51	185.00	151.92
Bureau of Design and Construction	12,000.00	4,259.87			12,000.00	\$ 4,259.87	12,000.00	4,259.87		
Bureau of Sewer Maintenance	19,754.16	20,142.38	4,150.00	4,150.00	10,348.50	10,347.38	14,498.50	14,497.38	4,295.06	4,258.83
Bureau of Street Lighting	98,356.22	99,513.14							98,356.22	99,513.14
Division of Streets										
Office of the Superintendent	13,866.00	10,453.91	7,780.00	6,950.42			7,780.00	6,950.42	1,081.00	692.06
Bureau of Garbage Removal	27,925.50	24,879.50			10,293.50	8,340.74	10,293.50	8,340.74	16,667.00	16,096.68
Bureau of Garbage Disposal	27,506.43	6,990.53	4,500.00	455.21	9,094.50	2,862.59	13,594.50	3,847.80	2,636.93	336.19
Bureau of Ash and Rubbish Removal	53,091.50	32,226.60			14,576.50	13,760.12	14,576.50	13,760.12	18,200.00	18,417.75
Bureau of Street Cleaning	27,581.25	26,098.60			24,341.25	19,553.17	24,341.25	19,553.17	1,855.00	5,716.81
Bureau of Street Repairs	66,102.50	70,768.39			42,592.50	46,942.10	42,592.50	46,942.10	5,560.00	7,228.75
Bureau of Bridge, Walk and Levee Maintenance	4,615.00	3,130.02	720.00	703.00	1,395.00	1,138.51	1,395.00	1,138.51	135.00	
Bureau of Dog Pound	920.00	790.32			750.00	703.00	750.00	703.00	100.00	64.60
Division of Water										
Office of the Superintendent	5,538.00	4,639.67	3,480.00	2,700.00			3,480.00	2,700.00	1,933.00	1,896.12
Bureau of Revenue Collection	14,863.00	13,434.79	8,940.00	8,940.00	3,756.00	2,985.50	12,696.00	11,925.50	902.00	799.29
Bureau of Pumping and Supply	53,387.57	39,693.22	16,011.00	12,275.70	2,419.00	4,063.42	18,430.00	16,339.12	12,482.57	8,115.91
Bureau of Construction and Maintenance										
Construction	43,556.79	40,309.56	4,500.00	4,133.33	22,891.79	20,360.73	27,391.79	24,494.06	840.00	532.57
					4,538.50		4,538.50			
Division of Lands and Buildings										
Office of the Superintendent	2,000.00	2,000.00	2,000.00	2,000.00			2,000.00	2,000.00		
Bureau of Lands and Buildings	16,160.80	13,093.09	4,842.80	2,835.00	2,456.00	1,487.91	7,276.80	4,752.91	5,242.00	4,606.73
Bureau of Motor Vehicles	39,495.74	24,201.54	4,850.00	3,226.94	4,928.50	2,740.44	9,908.40	5,977.38	2,488.00	2,594.09

	Totals			Salaries		Wages		Total Personal Services		Contractual Services	
	1916	1915	1916	1915	1916	1915	1916	1915	1916	1915	1916
<b>Department of Public Welfare</b>											
Office of the Director											
Administration	68,218.75	67,810.59	6,100.00	5,995.90			6,100.00	5,995.90	1,804.00	1,791.03	
Legal Aid	1,325.00	1,222.40	1,200.00	1,142.85			1,200.00	1,142.85	80.00	85.05	
State-City Employment Agency	1,222.00	1,174.97	800.00	895.00			800.00	895.00	322.00	279.97	
Division of Correction	16,250.59	18,580.54	7,020.00	7,739.98			7,020.00	7,739.98	605.50	1,099.43	
Division of Parks	16,573.40	16,768.91	3,180.00	2,809.98			3,225.40	10,526.59	2,441.00	2,451.53	
Division of Recreation	16,041.00	15,818.16	8,580.00	7,097.73			2,750.00	10,204.79	2,034.00	2,802.23	
Division of Health											
Office of the Health Officer	10,582.50	10,995.55	9,120.00	8,472.11			650.00	6,121.49	285.00	377.92	
Bureau of Medical Service	11,297.40	9,669.47	8,420.00	7,643.70			8,420.00	7,643.70	710.00	613.72	
Bureau of Food Inspection	6,950.00	6,881.68	5,700.00	5,643.66			5,700.00	5,643.66	65.00	65.23	
Bureau of City Laboratory	2,976.50	2,890.11	2,830.00	2,479.92			2,830.00	2,479.92	25.00	80.61	
Bureau of Sanitation	6,206.00	4,990.51	3,600.00	3,454.43			3,600.00	3,454.43	33.00	35.00	
<b>Department of Public Safety</b>											
Office of the Director											
Administration	5,508.00	4,051.31	5,200.00	3,866.65			5,200.00	3,866.65	46.00	26.00	
Policewomen	2,795.00	2,637.69	2,580.00	2,250.14			2,580.00	2,250.14	165.00	185.97	
Alarm and Telegraph	2,740.00	2,482.76	1,500.00	1,500.00			1,500.00	1,500.00			
Division of Police	160,390.00	160,762.55	155,600.00	153,771.50			200.00	155,800.00	2,200.00	2,887.64	
Division of Fire	160,004.00	164,626.59	147,360.00	147,441.35				147,360.00	2,435.00	2,295.92	
Hydrant Service	2,541.00	2,700.52					2,241.00	2,241.00			
Division of Weights and Measures	1,125.00	1,432.18	1,000.00	999.90				1,000.00	50.00	242.21	
Division of Building Inspection	10,595.00	6,310.23	14,000.00	5,567.90			14,000.00	5,567.90	810.00	172.00	
<b>Department of Finance</b>											
Office of the Director											
Division of Accounting	81,560.00	81,222.56	4,000.00	3,999.98				4,000.00	1,331.00	608.15	
Division of Receipts and Disbursements	4,500.00	4,039.87	4,000.00	4,039.87				4,000.00			
Division of Purchasing	5,500.00	5,500.00	5,500.00	5,500.00				5,500.00			
	10,400.00	7,054.93	5,400.00	5,163.70				5,400.00			
Municipal Court	32,246.06	32,382.04	30,416.66	30,366.59				30,416.66	670.00	723.72	
Board of Elections	20,000.00	24,237.55	13,160.00	10,206.65				13,160.00	24,338.73	6,290.00	4,297.84
Board of Sinking Fund Trustees	69,112.55	34,922.59									
<b>Totals</b>	<b>\$1,294,126.48</b>	<b>\$1,218,540.56</b>	<b>\$661,050.46</b>	<b>\$525,912.67</b>	<b>\$180,378.94</b>	<b>\$167,480.20</b>	<b>\$742,729.40</b>	<b>\$696,392.87</b>	<b>\$303,006.96</b>	<b>\$207,181.14</b>	



### COST BY ORGANISATION UNITS Cont'd

	Sundry Charges 1916	Supplies 1916	Materials 1916	Equipment 1916	Land, Buildings and Structures 1916
<b>The Commission</b>					
Clerk of the Commission		\$ 225.00	\$ 180.79	\$ 25.00	\$ 102.75
City Planning Board					
Civil Service Board		100.00	83.27	25.00	28.00
Office of the Manager	\$ 50.00	110.00	133.38	25.00	44.66
Department of Law		100.00	78.97	10.23	60.00
Department of Public Service		88.36	86.75	20.00	19.60
Office of the Director					
Division of Engineering		675.00	492.83	25.00	64.37
Bureau of the Engineer			\$ 20.00		
Bureau of Design and Construction		205.00	179.50	10.00	475.00
Bureau of Sewer Maintenance			745.00		
Bureau of Street Lighting					
Division of Streets					
Office of the Superintendent		4,975.00	2,746.33	10.00	4.23
Bureau of Garbage Removal		365.00	436.82	100.00	15.20
Bureau of Garbage Disposal		8,528.00	1,568.83	2,500.00	500.00
Bureau of Ash and Rubbish Removal		215.00	48.73	100.00	387.19
Bureau of Street Cleaning		855.00	618.66	238.26	
Bureau of Street Repair		1,750.00	1,521.65	100.00	306.23
Bureau of Bridge, Walk and Ledge Maintenance	12.29	75.00	6.35	14,777.39	600.00
Bureau of Dog Pound		85.00	22.73	3,050.00	1,983.16
Division of Water					
Office of the Superintendent		75.00	35.71	50.00	7.64
Bureau of Revenue Collection	350.00	705.00	554.40	210.00	15.39
Bureau of Pumping and Supply		20,400.00	13,941.83	760.00	167.19
Bureau of Construction and Maintenance			1,325.00	1,129.12	
Maintenance		2,570.00	1,289.95	12,725.00	13,992.98
Construction			9,225.00	665.83	13,965.60
Division of Lands and Buildings					
Office of the Superintendent					
Bureau of Lands and Buildings	40.00	861.00	584.32	309.50	146.74
Bureau of Motor Vehicles	10.00	10,698.57	6,729.24	645.40	279.05
			16,045.27		
			9,620.96		
					\$ 391.46

	Sundry Charges		Supplies		Materials		Equipment		Lands, Buildings and Structures	
	1916	1915	1916	1915	1916	1915	1916	1915	1916	1915
<b>Department of Public Welfare</b>										
Office of the Director										
Administration	60,210.00	50,577.45	101.75	102.50	6.00	1.67	50.00	41.00		
Legal Affairs	5.00		20.00	18.45				22.00		
State-City Employment Agency										
Division of Correction	15.00		0,465.00	9,002.75	85.00	150.25		161.25		
Division of Parks	10.00		775.00	1,110.76	900.00	1,325.00	50.00	520.75		112.50
Division of Recreation	5.00		1,272.00	2,227.56	500.00	194.25	550.00	553.50		
Division of Health			405.00	314.25	15.00	28.50	82.50	43.50		
Office of the Health Officer	25.00		1,352.40	1,252.11		.04	1,305.00	149.50		
Bureau of Medical Service			105.00	116.54	5.00	25.50		30.41		
Bureau of Food Inspection			235.50	231.50			165.00	187.79		
Bureau of City Laboratory			1,569.10	1,331.08	2.50					
Bureau of Sanitation										
<b>Department of Public Safety</b>										
Office of the Director	100.00		25.00	55.50			25.00	124.86		
Administration			50.00	25.00				162.75		
Police			85.00	43.05	520.00	940.71	625.00			
Alarm and Telegraph										
Division of Police			1,225.00	9,023.57	435.00	909.94	250.00	1,516.71		
Division of Fire			6,150.00	10,440.15	1,760.00	1,106.50	300.00	3,682.67		
Hydrant Service					500.00	407.53	100.00			
Division of Weights and Measures			25.00	22.20			50.00	157.50		
Division of Building Inspection			625.00	40.43	10.00	1.50	950.00	21.72		
<b>Department of Finance</b>										
Office of the Director	75,655.00	76,074.94	510.00	671.25	800.00	160.41	100.00	20.00		
Division of Accounting										
Division of Receipts and Disbursements										
Division of Purchasing	5,000.00	1,510.25						74.87		
<b>Municipal Court</b>										
Board of Elections			610.00	822.22			450.00	457.50		
Board of Sinking Fund Trustees	53,112.83	24,025.50	1,005.00	4,100.63	150.00		250.00	1,640.00		
Totals	610,457.53	517,257.53	832,971.66	964,569.34	963,484.17	802,150.55	98,772.63	526,190.46		5304.00

## Cost by Objects Purchased

### *Personal Service*

Salaries .....	\$561,950.46	
Wages .....	180,278.94	
		<u>\$ 742,229.40</u>

### *Contractual Services*

Communication .....	4,157.16	
Contractual Repairs .....	11,923.00	
Hire of Equipment .....	41,056.57	
Insurance .....	1,924.18	
Public Utility Services, N. O. S. ....	119,957.22	
Special Service .....	4,675.00	
Traveling .....	1,709.00	
Other Contractual Service .....	17,604.53	
		<u>203,006.66</u>

### *Sundry Charges*

Contributions .....	60,250.00	
Debt Service .....	128,737.85	
Imprest Cash .....	5,340.00	
Refunds and Claims .....	230.00	
		<u>194,557.85</u>

### *Supplies*

Chemicals, Drugs and Medicines .....	3,108.80	
Clothing, Dry Goods and Notions .....	3,929.90	
Food Products .....	7,525.00	
Forage .....	9,287.00	
Fuel .....	27,553.00	
Minor Instruments .....	6,098.00	
Oils and Lubricants .....	15,136.00	
Stationery .....	7,017.87	
Other Supplies .....	2,420.11	
		<u>82,075.69</u>

### *Materials*

Lumber .....	5,401.00	
Machine and Metal Materials .....	35,473.00	
Masonry .....	11,673.00	
Paints, Oils and Glass .....	1,467.00	
Other Materials .....	9,470.27	
		<u>63,484.27</u>

### *Equipment*

Furniture and Furnishings .....	2,804.22	
Machinery and Implements .....	3,293.40	
Motor Vehicles .....	1,750.00	
Vehicles and Harness .....	250.00	
Miscellaneous .....	675.00	
		<u>8,772.62</u>

**Total.....\$1,294,126.48**

**CIVIL SERVICE BOARD**

Code	Expense	Schedule	Expense	Appropriations
	<i>Personal Service</i>			
4 A 1	Salaries			
	Board Members (3) ..at\$ 250 per yr.	750.00		
	Secretary (1).....at 2400 per yr.	2400.00		
	Clerk (1).....at 720 per yr.	720.00	3870.00	3870.00
	<i>Contractual Services</i>			
4 B 1	Communication .....		100.00	
4 B 6	Special Service .....		50.00	
4 B 8	Other .....		50.00	200.00
	<i>Supplies</i>			
4 D 8	Stationery .....			100.00
	<i>Capital Outlay</i>			
	<i>Equipment</i>			
4 F 1 X	Furniture and Furnishings.....			25.00
	<i>Total</i> .....			<u>4195.00</u>

**OFFICE OF THE MANAGER**

	<b>Expense</b>			
	<i>Personal Service</i>			
5 A 1	Salaries			
	City Manager (1) ..at \$12500 per yr.	12500.00		
	Secretary (1).....at 2400 per yr.	2400.00		
	Clerk-Stenographer			
	(1).....at 900 per yr.	900.00		
	Stenographer (1) ..at 900 per yr.	900.00	16700.00	
5 A 2	Wages			
	Messenger (1).....\$2.00, 312 days		624.00	17324.00
	<i>Contractual Services</i>			
5 B 1	Communication .....		150.00	
5 B 6	Special Service .....		1000.00	1150.00
	<i>Sundry Charges</i>			
5 C 1	Contributions .....			50.00
	<i>Supplies</i>			
5 D 8	Stationery .....		100.00	
5 D 9	Other .....		10.00	110.00
	<i>Capital Outlay</i>			
	<i>Equipment</i>			
5 F 1 X	Furniture and Furnishings.....			25.00
	<i>Total</i> .....			<u>18659.00</u>



## DEPARTMENT OF LAW

Code	Expense	Schedule	Expense	Appropriations
<i>Personal Service</i>				
6 A 1	Salaries			
	City Attorney (1).....at \$4000 per yr.	4000.00		
	Ass't City Att'y (1)..at 3500 per yr.	3500.00		
	Ass't City Att'y (1)..at 2000 per yr.	2000.00		
	Prosecutor (1).....at 1000 per yr.	1000.00		
	Secretary (1).....at 780 per yr.	780.00	11280.00	11280.00
<i>Contractual Services</i>				
6 B 1	Communication .....		10.00	
6 B 4	Insurance .....		6.25	
6 B 6	Special Service .....		200.00	
6 B 7	Traveling .....		50.00	
6 B 8	Other .....		343.53	609.78
<i>Supplies</i>				
6 D 8	Stationery .....			100.00
<i>Capital Outlay</i>				
<i>Equipment</i>				
6 F 1 X	Furniture and Furnishings.....			10.22
<i>Total</i> .....				12000.00

## DEPARTMENT OF PUBLIC SERVICE

## OFFICE OF THE DIRECTOR

## Expense

*Personal Service*

7 A 1	Salaries			
	Director (1).....at \$4000 per yr.	4000.00		
	Secretary (1).....at 1000 per yr.	1000.00		
	Bookkeeper (1) .....at 1200 per yr.	1200.00	6200.00	6200.00
<i>Contractual Services</i>				
7 B 1	Communication .....		90.00	
7 B 2	Contractual Repairs.....		5.00	
7 B 7	Traveling .....		4.00	
7 B 8	Other .....		5.00	104.00
<i>Supplies</i>				
7 D 8	Stationery .....		78.00	
7 D 9	Other .....		15.36	93.36
<i>Capital Outlay</i>				
<i>Equipment</i>				
7 F 3 X	Machinery and Implements.....			20.00
<i>Total</i> .....				6417.36

## BUREAU OF LANDS AND BUILDINGS

## Expense

*Personal Service*

26 A 1	Salaries			
	Janitor (1) .....	at \$802.80 per yr.	802.80	
	Janitor (2) .....	at 720.00 per yr.	1440.00	
	Janitor (2) .....	at 600.00 per yr.	1200.00	
	Janitor (2) .....	\$50, 7 mos.	700.00	
	Janitress (2) .....	50, 7 mos.	700.00	4842.80
26 A 2	Wages			
	Carpenter .....	\$3.50, 326 days	1141.00	
	Carpenter .....	2.50, 326 days	815.00	
	Painter .....	3.60, 60 days	216.00	
	Plumber .....	4.40, 60 days	264.00	2436.00 7278.80

*Contractual Services*

26 B 1	Communication .....	2.00	
26 B 2	Contractual Repairs .....	800.00	
26 B 4	Insurance .....	600.00	
26 B 5	Public Utility Services, N. O. S. ....	2500.00	
26 B 7	Traveling .....	45.00	
26 B 8	Other .....	1295.00	5242.00

*Sundry Charges*

26 C 4	Imprest Cash .....	10.00	
26 C 6	Refunds and Claims .....	30.00	40.00

*Supplies*

26 D 1	Chemicals, Drugs and Medicines .....	8.00	
26 D 2	Clothing, Dry Goods and Notions .....	38.00	
26 D 4	Forage .....	2.00	
26 D 5	Fuel .....	270.00	
26 D 6	Minor Instruments .....	222.00	
26 D 7	Oils and Lubricants .....	8.00	
26 D 8	Stationery .....	95.00	
26 D 9	Other .....	208.00	851.00

*Materials*

26 E 1	Lumber .....	1500.00	
26 E 2	Machine and Metal Materials .....	542.50	
26 E 3	Masonry .....	125.00	
26 E 4	Paints, Oils and Glass .....	232.00	
26 E 5	Other .....	40.00	2439.50

*Capital Outlay**Equipment*

26 F 1 X	Furniture and Furnishings .....	309.50	
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*Total* ..... 16160.80

## BUREAU OF MOTOR VEHICLES

## Expense

*Personal Service*

## 27 A 1 Salaries

Supervisor (1).....at \$1200 per yr.	1200.00		
Chief Mechanician			
(1) .....at 1000 per yr.	1000.00		
Night Watchman (1) at 720 per yr.	720.00		
Stockkeeper (1) ....at 900 per yr.	900.00		
Chief Inspector (1) ..at 1000 per yr.	1000.00		
Cost Clerk (1) ..at \$720 per yr., 1 mo.	60.00	4880.00	

## 27 A 2 Wages

Repairmen .....\$3.25, 978 days	3178.50		
Inspectors—Auto .... 2.50, 640 days	1600.00		
Watchman ..... 2.50, 60 days	150.00	4928.50	9808.50

*Contractual Services*

27 B 1	Communication .....	66.00	
27 B 2	Contractual Repairs.....	1850.00	
27 B 4	Insurance .....	250.00	
27 B 5	Public Utility Services, N. O. S.....	272.00	
27 B 7	Traveling .....	50.00	2488.00

*Sundry Charges*

27 C 4	Imprest Cash .....		10.00
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*Supplies*

27 D 1	Chemicals, Drugs and Medicines.....	80.80	
27 D 2	Clothing, Dry Goods and Notions.....	33.00	
27 D 5	Fuel .....	158.00	
27 D 6	Minor Instruments.....	459.00	
27 D 7	Oils and Lubricants.....	9863.00	
27 D 8	Stationery .....	80.77	
27 D 9	Other .....	24.00	10698.57

*Materials*

27 E 1	Lumber .....	10.00	
27 E 2	Machine and Metal Materials.....	8000.00	
27 E 4	Paints, Oils and Glass.....	50.00	
27 E 5	Other .....	7985.27	16045.27

*Capital Outlay**Equipment*

27 F 1 X	Furniture and Furnishings.....	7.00	
27 F 3 X	Machinery and Implements.....	618.40	
27 F 4 X	Motor Vehicles .....	20.00	645.40

*Total*..... 39695.74

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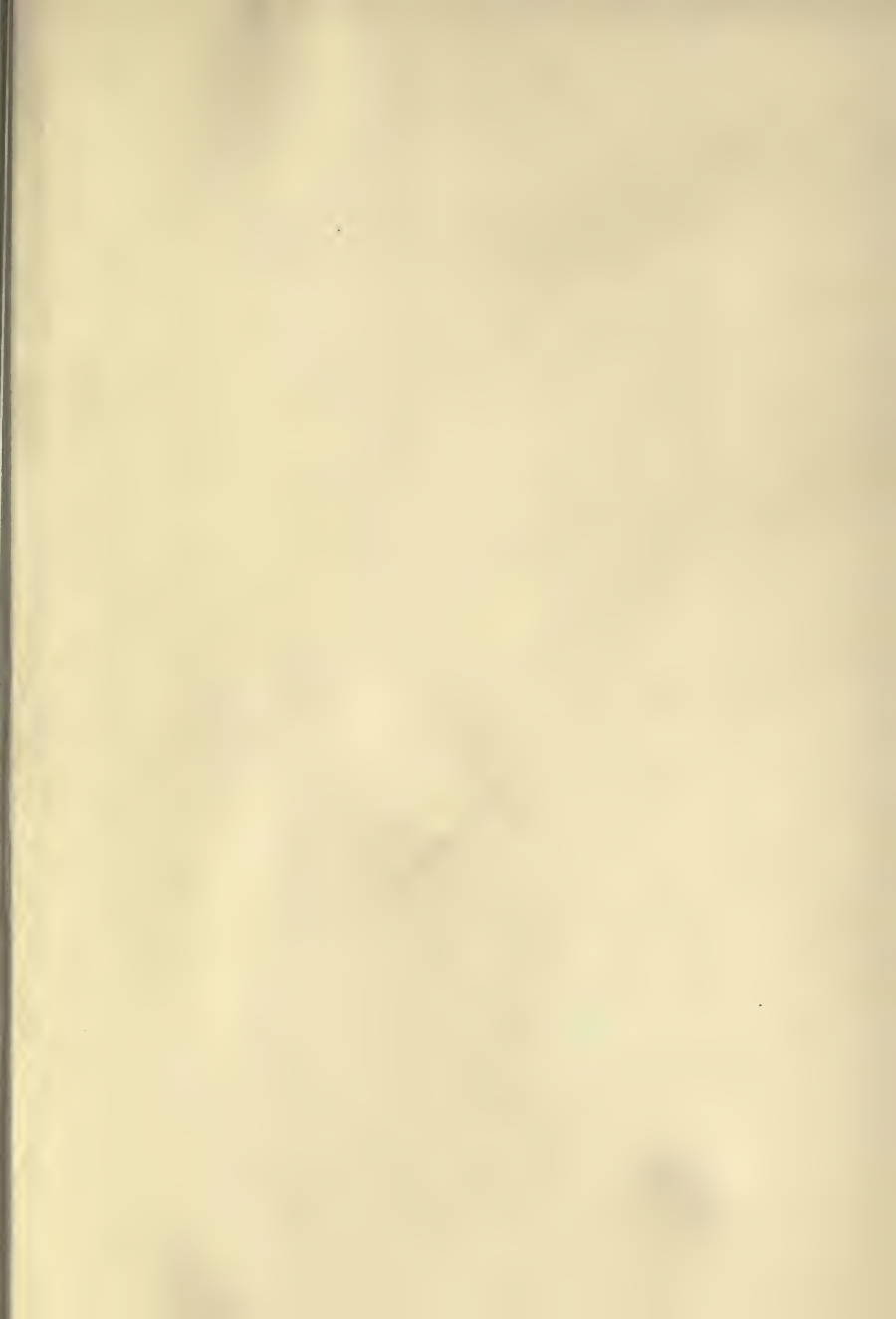
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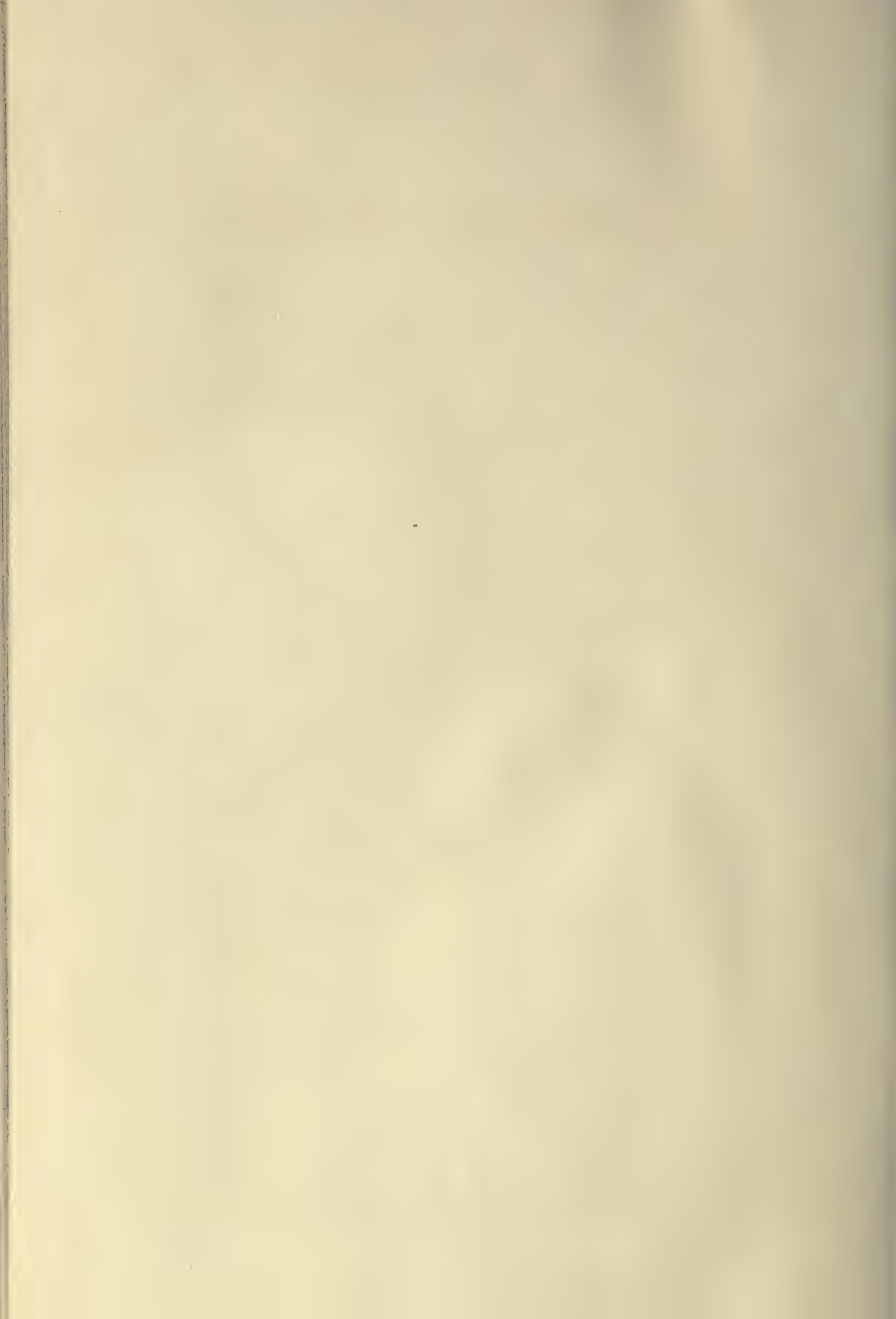
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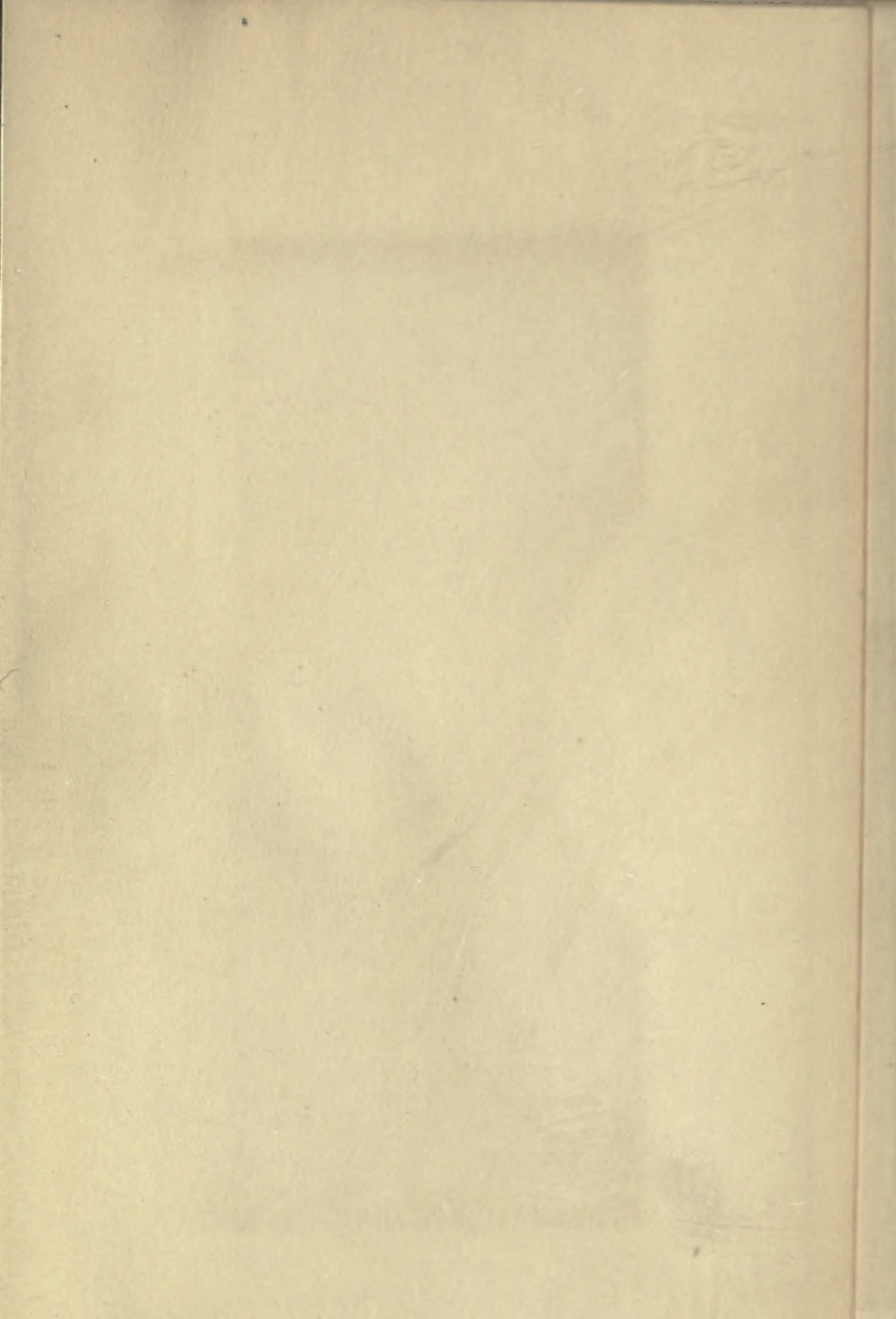
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